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ABSTRACT

This report presents findings of an evaluation of Australia's Adult Literacy Action Campaign (ALAC) to determine whether ALAC was promoting the development of communication, literacy, and numeracy skills and skills to facilitate greater and enriched participation in society. Chapter 1 sets out the methodology and approach, which included a literature review, data collection, case studies, and consultations. Chapter 2 lists the ALAC national level projects for 1988 and 1989 and discusses their significance. In chapter 3, a very brief statement of the existing adult literacy provision in each state is followed by an outline of each state's application of ALAC funds. Chapter 4 analyzes and assesses the use of ALAC funds in each state against 12 key issues. It attempts to extract trends, changes, and innovations in the provision of program delivery, staff development, research, and resources. Chapter 5 is a case study of the Workplace Basic Education program in Tasmania (Australia), which combines the government's objective of involving the private sector in education and training with the Adult Literacy and Basic Education Unit's objective of bringing basic education to disadvantaged individuals. Chapter 6 is a case study of the Women and Work Literacy Resource Kit produced with ALAC funds. Adult Literacy Through Videos, a major project undertaken in New South Wales (Australia), is the subject of chapter 7. Chapters 8 and 9 highlight conclusions and recommendations. Additional project materials and a list of 11 references are appended. (YLB)

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Action
FOR ADULT LITERACY
NATIONAL POLICY ON LANGUAGES

REPORT ON THE EVALUATION OF THE

ADULT LITERACY ACTION CAMPAIGN (ALAC)

MARCH 1990

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REPORT ON THE EVALUATION OF THE ADULT LITERACY ACTION CAMPAIGN (ALAC)

MARCH 1990

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EXECUTIVE SUMMARY

With International Literacy Year approaching in 1990 Australians have little cause for complacency. According to the first national survey of adult literacy funded through the Adult Literacy Action Campaign, (ALAC) the incidence of illiteracy in Australia is higher than previously thought. Of a representative sample group of almost 1500 adult Australians, the study revealed that:

- 4% were unable to sign their name correctly on a bankcard;
- 21% could not find a nominated telephone number in the yellow pages;
- 11% could not find the expiry date on a driver's licence;
- 38% were not able to calculate the change from $5.00 for a lunch order;
- 57% could not correctly calculate a bill with a 10% surcharge;
- 78% of those who attempted the question could not identify the issues in a newspaper article about technology.

Depending on the context of the reading task therefore, between 10% and 25% of the population is functionally illiterate. Furthermore, also contrary to previous expectations, although adults from non-English speaking countries performed less well than English-speaking born, the differences were less than expected. Therefore the illiteracy rate cannot be explained in terms of a very high proportion of speakers of English as a second language. Simply put, on a variety of functional and contextual measures, a significant number of adults in the population cannot carry out ordinary everyday reading and writing tasks.

The social consequences of this are considerable. For example, the survey found that "lack of literacy skills reinforces low self-esteem. People with poor literacy skills are disproportionately represented among unskilled workers, prisoners and social security recipients. Low levels of schooling, low levels of skill, low levels of health and other indicators of poverty are also indicators of low levels of literacy among all adult Australians." (Wickert, *No Single Measure, A Survey of Australian Adult Literacy*, 1989)

If this is extended into the economic life of the country "the adverse consequences of illiteracy on this scale are clear. .... Costs at work include low productivity, accidents, employee errors and extra training programs. In future workers without literacy skills will find it increasingly difficult to participate in the retraining and skilling programs that award restructuring and other workforce training initiatives will soon bring to Australian workplaces." (Dawkins, J, 1989)

In 1987, as a major initiative, the Prime Minister announced the government's endorsement of the National Policy on Languages. This included acceptance of the recommendation for an Adult Literacy Action Campaign. This was to be a "major co-operative campaign - a national effort drawing from all relevant levels of education, the media, private individuals and enterprises and the community generally - to drastically reduce the present levels of adult literacy and to greatly increase and make more sophisticated the research-knowledge base which we have available to guide our actions." (lo Bianco 1987)

There were two levels of funding: national and state. Approximately one quarter of the funds were allocated to national level projects. The remainder was allocated to the states on a formula based on population figures. As a result, in 1987-1988, $1.96M, and in 1988-1989, $2M, were allocated for the development of adult literacy provision in Australia through:

- expanded provision;
- appropriate research; and
- curriculum and staff development.

National Level Projects

ALAC funds at a national level were to generate a "much more accurate and richer knowledge" of the adult literacy issue and the collection of both quantitative and qualitative information. This allocation resulted in the first major research projects at national level. Previously there had been little national research into adult literacy, partly because provision had been mainly the concern of states, and states' needs and preoccupations had been paramount. Consequently most research has been related to these needs and the decision to fund projects of national importance is therefore particularly significant. As a result of this Commonwealth initiative, a foundation of research has been established with significance for all literacy providers. This database has long term importance for decision makers at national, state and regional levels.

For example, until the study mentioned above, estimates of the illiteracy rate in Australia, around 10%, were taken from a 1973-74 study by Goyen. Her research was confined to metropolitan Sydney and the national figures extrapolated from this; it was at best an educated guess at illiteracy levels at a national level. This new study not only confirms the concerns that providers have had, but also provides, for the first time, a national picture of the incidence of illiteracy. As mentioned above, the results suggest that the position is even worse than previous research had indicated. The consequences for future planning cannot be ignored.

While the news about the levels of literacy is grim, there is some encouragement for literacy providers. The study of *Outcomes of Adult Literacy Programs* (New England University) suggests that for the majority of those students who do attend literacy classes, the results are very worthwhile. This particular study found that "two-thirds of the sub-sample with a vocational expectation achieved the outcome of gaining a job or a job-change; more than four out of five believed the program had produced a new way in which they thought about themselves; almost half of the sample felt they could write a letter to the paper about an issue that concerned them." More to the point, of the 521 people in the sample, 92% identified various outcomes from their adult literacy programs. Even allowing for some bias in the sample group, this suggests a very high level of satisfaction nationally with existing provision for adult literacy. Indeed this is borne out, albeit in a less formal manner, in the evaluations of the ALAC funded delivery programs. It would seem therefore that what is being done in the literacy field is meeting the needs of the clients. However, the problem remains of the very large number of adults whose needs are not being addressed by any existing literacy programs.

As a result of the studies mentioned above and other national level projects, adult literacy providers will have a clearer understanding of the outcomes of their programs and some of the most effective practices within those programs. This information will provide a basis for strategic planning, setting priorities and allocating funds. The end result should be a higher profile for adult literacy and continuing benefits for the quality of the provision.

State Programs

In allocating the bulk of the funding to be used at state level it was hoped that there would be devolution of decision making so that as far as possible experienced literacy providers would be making the key decisions. This appears to have happened, and many of the state initiatives are characterised by flexible and creative uses of the resources specifically to meet clients' needs. Certainly one of the features of the states' use of ALAC funds generally has been the commitment to a major cooperative effort, involving all literacy providers, and in most areas the involvement of community organisations as well as state providers.

Overall the projects have been very successful, both in meeting the needs of the clients and in developing long term benefits such as materials, research and curriculum. Significant numbers of students, particularly those in isolated areas or with specialised requirements have been able to access a variety of literacy programs for the first time, being available as a result of ALAC funds. However while ALAC was successful in expanding adult literacy provision, there remain many adults for whom there are no suitable programs. On the other hand, new possibilities have been opened up for many students in ALAC funded programs, but they will remain only possibilities if the programs are not ongoing. It is unrealistic to expect that long term problems can be solved with short term solutions. State governments must accept their responsibility to provide substantial long-term funding. Adult literacy education must be as much a part of any education provision as initial education.

At state level, while the use of ALAC funds resulted in successful programs, their application depended largely upon the existing state provision and the perceived needs within that state. Hence the responses varied considerably. These are in themselves interesting as they indicate what can be done with funds which can be used flexibly, with the minimum of bureaucratic restraint, and by a variety of cooperating providers. A brief overview of each state's application of ALAC funds follows.

New South Wales

In line with the cooperative and coordinated approach implicit in the ALAC funding, a joint steering committee of all adult literacy providers and interest groups in New South Wales was established. One of the outcomes of this has been a number of joint projects involving more than one literacy provider. This was the first time there had been such coordination and cooperation. It undoubtedly avoided costly duplication of effort and resulted in more efficient program delivery, and increased the quality of provision.

In addition, the Steering Committee decided to take advantage of the flexibility inherent in Commonwealth funding to develop a variety of innovative, flexible projects. Many of these targeted specific groups and skills. From the evidence in the reports of these projects, most students gained in self esteem and increased their literacy and numeracy skills. Unfortunately, most programs were regarded as one-off projects and concluded at the end of the funding.

Victoria

In Victoria, ALAC funds were used to address problems that were "long-term, deep-seated and not amenable to simplistic solutions." Until 1987 Victorian provision for adult literacy was largely dependent on paid part-time co-ordinators and volunteer tutors. The lack of a stable, professional infrastructure and a dependence on non-recurrent, uncertain funding seriously hampered long term planning and professional development. ALAC funds were therefore mostly used for the duration of the grant to support a professional, paid infrastructure to improve provision of services, organisation and administration.

Outcomes for 1987-1988 in Victoria included:

- approximately 1250 new student places;
- support for infrastructure;
- six state projects in curriculum and materials development and professional development.

The existence of these programs and projects was subsequently a "major factor" in discussions leading up to the State Government's decision to increase recurrent funding to adult literacy and basic education by $2.5M in 1988/89 and $3.4M in 1989/90. This increase in state funding enabled programs which were previously dependent on annual renewable funding to be firmly established within the State's funding framework.

ALAC funds in Victoria have been instrumental in placing adult literacy on a more professional basis and in gaining State commitment to long-term funding of adult literacy and basic education. A relatively small outlay of Commonwealth funds in Victoria has generated a relatively large expansion in adult literacy provision in that state.

Queensland

Changes to other Commonwealth funding arrangements meant that at the time Queensland received ALAC funds, existing adult literacy provision was in danger of being substantially reduced. Funding was therefore used partly for program maintenance, either by paying for part-time teachers or by supporting volunteer tutor programs.

The State Government allocated a further $275,000 to adult literacy in October 1988 and as a result, eight additional permanent literacy teachers were appointed. Consequently, overall provision has expanded during the period of ALAC funding, particularly into remote areas of Queensland where previously no provision existed. However, much of the provision remains based on volunteer effort. While this is undoubtedly the most effective means of meeting adult literacy needs in some areas, it should not be regarded as a substitute for developing a professional service.

Despite this increased provision through combined Commonwealth/State funding, providers in Queensland are unable to meet existing demand. Indeed in many areas providers are reluctant to advertise literacy classes for fear of being unable to meet the demand. They remain concerned that if ALAC funding ceases, raised expectations through increased provision as a result of ALAC funding cannot be met through existing state funding.

South Australia

ALAC funds have allowed adult literacy providers to redress some of the deficiencies within existing provision in South Australia. They have helped to balance the development in previous years of vocational literacy programs. Community sponsored programs are now available in many areas, and some inroads have been made into meeting the needs of isolated students. In the suburban area the emphasis has been on expanding provision to complement existing TAFE adult literacy programs through the development of community providers. Consequently community provision has been established for the first time in South Australia along with the contract employment of previously part-time adult literacy staff. In country and isolated areas college provision has been expanded and community programs developed.

Nevertheless, as with other states there is no cause for complacency. Adult literacy provision has been expanded by ALAC funds, but it is by no means yet at a satisfactory point.

Western Australia

In general, Western Australia used ALAC funds to upgrade college provision, establish new outer metropolitan provision and country centres. As with other states, the Western Australian provision is notable for the inclusion of community groups in the allocation of funds and for reaching groups previously denied literacy classes.

Tasmania

In Tasmania funds were divided between two projects, Workplace Basic Education and Resource Development. The Workplace Basic Education Pilot Program established classes in three places of employment in Tasmania with the support of management and unions. Following this very successful project, employers are now funding all subsequent and new programs.

The Resources Development Unit at Devonport was established as a state-wide materials production section for Adult Literacy and Basic Education (Tasmania). The computer and dot matrix printer bought with ALAC funds is the only resource available in Tasmania for publishing student work and materials. The turn-around time is long, (up to three months) because of the volume of work. This is fairly typical of the under resourcing of adult literacy provision in many states.

The Australian Capital Territory

The Australian Capital Territory used funds in both years for the START NOW program (previously named NEW START). The program provides literacy and numeracy classes those for whom TAFE was inaccessible because of existing fees.

The Northern Territory

The Northern Territory supplied information on the following three submissions for ALAC funding:

- Project Read;
- Literacy Programs for Adult Migrants;
- Literacy Programs for Adult Aborigines.

It is not clear which projects, or perhaps which parts of these projects, finally received ALAC funds. However, all projects have led to increased provision of adult literacy programs. This confusion highlights the need in the Northern Territory to be more specific in allocating Commonwealth resources.

Case Studies

As part of the evaluation the Study Team undertook two case studies.

The Workplace Basic Education (WPBE) program in Tasmania was a particularly exciting and innovative project. It was conceived as an opportunity to combine the Government's objective of involving the private sector in education and training, with the Adult Literacy and Basic Education Unit's objective of bringing basic education to disadvantaged sections of the community. The planning for the project was detailed and thorough and involved management, unions, project staff and students.

ALAC funds were also used in New South Wales to produce the Women and Work Literacy Resource Kit. It is a glossy, high quality production designed to assist women to re-enter the workforce and to be used with a wide group of students in a variety of courses. The emphasis is not only on practical literacy skills, but also in the ability to think critically.

Conclusions

There is no doubt that the Adult Literacy Action Campaign has achieved its objectives. Expanded provision in all States has led to an increase in skills as defined under ALAC guidelines. Groups to benefit were those for whom TAFE provision was either unavailable or unacceptable, and many programs were innovative, flexible and client-specific. However, given that the incidence of illiteracy in this country is cause for concern, continued Commonwealth funding is essential if at least the existing level of programs is to continue. Adult literacy provision in some states is still embryonic and reliant on Commonwealth support, and in no state does the provision meet the demand. Further, those states which have in the past developed their adult literacy provision should also continue to receive support. There is ample evidence that even within such states, there is still a huge unmet demand.

Evidence from the New England study indicates that existing programs are successful. However, without additional and considerable unpaid effort from state supported literacy providers as well as volunteer tutors, adult literacy provision in Australia would be considerably less effective. State governments must recognise that professional paid staff are vital to the continuing development of adult literacy provision. A heavy reliance on volunteer effort is ultimately inefficient and impedes effective planning. Furthermore it perpetuates the "welfare" and ad hoc nature of adult literacy and obscures the very real need for it to be addressed as an ongoing and long term issue.

In two States, Victoria and Queensland, ALAC funds were a major factor in a decision to increase state funding for adult literacy. The results in Victoria were particularly outstanding. In that state, Commonwealth funding resulted in considerable growth in State funding. Most other states supported ALAC funded programs to a much lesser extent by the use of administrative resources and support from existing personnel.

Those states which used ALAC funds for curriculum and materials development, resources and staff development have provided long-term assistance in improving the quality of provision in adult literacy. However the resources in many areas are still inadequate.

The message from this study is clear and unequivocal. No government can afford to ignore it. With an adult illiteracy rate of between 10% and 25% a large proportion of the adult population does not function effectively in society.

1 INTRODUCTION

1.1 Background

Adult Literacy Action Campaign (ALAC) was announced in 1987 and implemented in 1988 as part of the National Policy on Languages (NPL) to improve levels of adult literacy in English in Australia, and to promote awareness of adult literacy issues. Initial funding was for two years and Commonwealth funding ended in June 1989, although expenditure of these funds may continue until June 30, 1990. With the approach of the United Nations International Literacy Year in 1990, this evaluation of ALAC projects is timely. It has helped focus on the issue of adult literacy in Australia in its social, political and economic contexts and the provision of measures to promote literacy and awareness of adult literacy issues.

1.2 Definition

Before beginning the evaluation of the ALAC projects it was necessary to define the term literacy. There are many definitions of literacy, and the issue itself is the subject of debate, but the following definition has been used for the purpose of this report.

"Literacy involves the integration of listening, speaking, reading, writing and critical thought; it incorporates numeracy. It includes the cultural knowledge which enables a speaker, writer or reader to recognise and use language appropriate to different social situations. For an advanced technological society such as Australia, our goal must be an active literacy which allows people to use language to enhance their capacity to think, create and question, which helps them to become more aware of the world and empowers them to participate effectively in society."[1]

1.3 Study Team and Timing

This report of the evaluation of the Adult Literacy Action Campaign funding under the National Policy on Languages was commissioned through the National Consultative Council and undertaken by Ernst & Young over the period September - December 1989. The report sets out the methodology and approach taken by the consultants and presents findings, conclusions and recommendations in accordance with the evaluation objectives identified by the Project Brief. (Attachment A)

The evaluation was undertaken by a Study Team made up as follows:

Team Leader John Howard, Partner, Ernst & Young, Canberra; and

Consultant Elizabeth Morse, Consultant, Ernst & Young, Canberra.

1.4 Steering Committee

The Steering Committee was as follows:

Joseph lo Bianco	Chairman, Australian Advisory Council of Languages and Multicultural Education
Lesley Riggs	Director, TAFE Analysis and Administration Section
Noel Simpson	Executive Director, International Literacy Year Secretariat
Rosie Wickert	President, Australian Council for Adult Literacy

1.5 Evaluation Objectives

ALAC was set up to promote the development of:

- skills in communication, literacy and numeracy;
- skills to facilitate greater and enriched participation in society; and
- skills needed for economic participation in society.

Activities to develop these skills were to be undertaken in the following categories:

- expanded provision of learning opportunities;
- development and acquisition of course material and equipment;
- curriculum development; and
- staff development.

In carrying out the evaluation, the Study Team identified from the project brief the following key issues against which the success of the program was measured. These issues were agreed to by the Steering Committee. Performance Indicators were also developed and agreed to for each key issue.

Key issues identified included:

- Development of skills in:
    - communication, literacy and numeracy;
    - greater and enriched participation in society;
    - economic participation in society through increased provision.
- Development and acquisition of course material and equipment, curriculum development and staff development.
- Contribution to the promotion of learning opportunities, particularly for those who would not normally enrol in Technical and Further Education (TAFE) Colleges.
- Growth of adult literacy provisions as a result of the seeding nature of the program.
- Increased awareness of adult literacy issues.

- Use of ALAC funds for new activities which did not replace existing state efforts in that area.
- Evidence of increased co-operation/co-ordination by literacy providers.
- New contacts between adult literacy providers and community groups due to ALAC.
- Evidence of policy development as a result of ALAC funds.
- Extent to which ALAC funded programs complement each other and other adult literacy programs.
- Effectiveness in the context of other Commonwealth efforts.
- Appropriateness of state/national funding.

1.6 Context of the Evaluation

The consultants undertook the evaluation within the following framework:

- recognition that it may not be appropriate to measure literacy in quantitative terms on scales which are narrowly skills-based;
- that qualitative measures of increased skills as perceived by the students themselves are a most significant measure;
- that increased skills can be measured by increased proficiency in those skills required for day to day living and for greater economic participation in society;
- that increased self-esteem may lead to increased skills and greater economic participation in society and is therefore an important outcome of literacy programs;
- that entering employment or other educational courses may be considered a measure of increased skills.

1.7 Methodology Approaches

In meeting the objectives of the evaluation, the Study Team carried out the following tasks as listed in the Project Brief:

- Literature Review;
- Data Collection;
- Two Case Studies;
- Consultation with appropriate organisations;
- Assessment and Analysis.

Details of each of these steps are outlined below.

1.7.1 Literature Review

A bibliography of all materials included in the literature review is included at Appendix D.

1.7.2 Data Collection

Copies of existing reports were sought by the Study Team. Where these were insufficient, additional information was gathered either by fax, letter or by telephone.

1.7.3 Case Studies

Reports of case studies were used, site visits made, and extensive consultation with students, teachers and other appropriate persons and organisations were undertaken.

1.7.4 Consultation

The following organisations were invited by letter to comment on the Adult Literacy Action Campaign:

- National Consultative Council for International Literacy Year
- Australian Advisory Council on Languages and Multicultural Education
- TAFE and Skills Formation Division, Department of Employment, Education and Training
- Employment and Skills Formation Council, National Board of Employment, Education and Training
- Australian Council for Adult Literacy
- Australian Council of Trade Unions
- TAFE Teachers Association
- Australian Conference of TAFE Directors
- State Adult Literacy Co-ordinators
- Co-ordinators of ALAC National Level Projects

1.7.5 Assessment and Analysis

Material available to the Study Team was analysed and further clarification sought as appropriate. The analysis of information and associated case studies formed the basis for the Team's findings, conclusions and recommendations. All documentation is available for examination.

Analysis was carried out against the key issues using appropriate performance indicators.

Because of the variety of formats in which the information was supplied within states and between states, and given the disparity of the projects, a common format and approach was not possible. Hence the format of this report is narrative and statistical data which has been collected cannot be readily tabulated.

1.8 Structure of this Report

In reporting on the analysis, the Study Team has first described the allocation of national and state funds, and where appropriate, provided an overview of the states' use of ALAC funds. Analysis and assessment was carried out against the key issues. This is done on a state by state basis where the states' approaches have been very different and conclusions are drawn at the end of each section.

This is followed by:

- two case studies;
- conclusions;
- recommendations.

2 NATIONAL LEVEL PROJECTS

2.1 Background

In apportioning the ALAC funds, the Australian Advisory Council on Languages and Multicultural Education (AACLAME) decided to allocate $250,000 in both years of the project to National Level projects. These projects were to "generate a much more accurate and a richer knowledge of the issue including a "detailed co-ordinated national level of both qualitative and quantitative information".[2]

In his Foreward to *No Single Measure*,a study of the levels of literacy in the adult population by Rosie Wickert, Joseph lo Bianco noted the " 'felt need' for a more detailed and for that matter, more sophisticated database. Advocating that additional resources be devoted to literacy programs is hampered by the inadequate database ...".[3] It is in the context of this added national awareness that the national level projects need to be viewed.

The National Level projects were designed to add significantly to that database so that future policy decisions and planning could be made on the basis of this information. In addition, each of the national level projects cut across State boundaries and regional needs and contributed to the overall knowledge, awareness and practice in adult literacy provision.

2.2 ALAC Funding Arrangements

The following projects were funded at a national level.

2.2.1 ALAC National Level Projects for 1988

(a) Research on the Nature of Literacy Difficulties in the Adult Population - a study into levels of literacy in the adult population of Australia.

(b) The Documentation and Dissemination of Good Practice in Adult Literacy Provision.

(c) Study of Outcomes of Adult Literacy Programs - research into the collection and analysis of data on the aims and outcomes of adult literacy.

(d) Survey of Employer and Union Perceptions of Literacy/Numeracy Needs of Employees - An examination of the literacy/numeracy needs of the workforce.

(e) A contribution to the UNESCO Appeal Seminar - a two-day Asia-Pacific sub-regional workshop on adult literacy.

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2.2.2 National Level Projects for 1989

(a) Public Awareness Campaign relating to Adult Literacy Programs - co-ordination, promotion and publicising of the various activities in government funded adult literacy programs to be carried out by the Australian Council for Adult Literacy (ACAL).

(b) Participation of the Non-Government Sector in International Literacy Year - a three day national symposium to be organised by ACAL.

(c) An evaluation of the Effectiveness of Technology for Adult Literacy Tuition - an evaluation of the use of technology such as computers, teleconference facilities, audio and video materials and the new lexiphon.

(d) Establishment of a Research Base for Evaluation of Adult Literacy Methodology and Measurement of Proficiency and Progress of Adult Literacy Learners - a theoretical model of adult literacy learning.

(e) A Contrastive Evaluation of Two Alternative Models of Literacy and Numeracy Provision for the Unemployed - an examination of prevocational and vocational literacy programs in different States.

(f) Preparation for the Establishment of a National Adult Literacy Referral Service to improve the availability of information about adult literacy programs.

(g) The continuation of the Documentation and Dissemination of Good Practice in Adult Literacy Provision.

2.2.3 Significance of National Level Projects

The significance of the National Level Projects is their support of, and contribution to, the overall knowledge and awareness of adult literacy issues. For the first time substantial research has been carried out on a national level giving literacy providers a foundation of knowledge-research on which to plan. Further, adult literacy providers will have a clearer understanding of the outcomes of their programs and some of the most effective practices within those programs. The effectiveness of the projects will be long-term and the benefits of ALAC will continue long after the initial funding period. Even in the short term there is evidence of the benefits of these projects in increased public awareness of adult literacy issues.

No Single Measure, the study by Rosie Wickert on adult illiteracy in Australia, has generated significant public interest and media attention. In the relatively short time since the study was published the responses have been widespread and sustained. With a national adult illiteracy incidence of between 10% and 25%, the picture is much worse than the previous estimates of 10%. Furthermore, this level cannot be attributed to migrants from a non-English speaking background. While this group overall did not perform as well as native speakers, the differences were less than expected. Given that a very generous estimate of the adults in instruction is 28,000 (Dymock et al) then it is obvious that of the total adult population with literacy problems, even taking the conservative estimate of 10%, very few are able to access literacy programs.

The long-term benefits of this study will also be in the application by literacy providers of the findings, and their usefulness in generating more appropriate strategic planning and policies on national and state levels, including increased provision.

The Good Practice publication is an ongoing project. To date five pamphlets have been published and three more are planned. A preliminary report from the Project Editor indicates that the "ALBE community throughout Australia has already indicated approval of the quality of the products to date, both in terms of content and appearance. There is no doubt that the production of a series of publications of this quality is helping ALBE workers with their self-image and confidence, and it is communicating the importance of this education, as well as providing useful information to many practitioners.... In summary, the pamphlets appear to be being well received, and perhaps a morale booster as well as practical information sources to an education sector which has not always received great support".[4]

The UNESCO Appeal Seminar afforded adult literacy practitioners of the sub-region the opportunity to explore adult literacy in a "broader context internationally and nationally".[5] In particular, it provided UNESCO representatives with greater understanding of adult literacy issues and indicated directions for national policy development.

The University of New England Study, *Outcomes of Adult Literacy Programs*, had only just been released at the time of writing this report. This study suggests that for the majority of students who do attend literacy classes, the results are very worthwhile: "Two thirds of the sub-sample with a vocational expectation achieved the outcome of gaining a job or a job-change: more than four out of five believed the program had produced a new way in which they thought about themselves: almost half of the sample felt they could write a letter to the paper about an issue that concerned them." More to the point, of the 521 people in the sample, 92% identified various outcomes from their adult literacy programs.[6] Even allowing for some bias in the sample group, this suggests a very high level of satisfaction nationally of existing provision for adult literacy. It would seem therefore, that what is being done in the adult literacy field is meeting the needs of the clients.

However, one of the adult literacy providers who took part in the survey acknowledged that it made her aware of the "necessity of following up past students to improve the program".[7] Also important is the recognition that "too great an emphasis on the end product, particularly on the acquisition of literacy skills, can mean that other, unanticipated outcomes are overlooked".[8]

In the context of the changes within the workplace, the study of employer and union perceptions offers some useful additional information. According to the author, "While technical skills are increasingly important in the workplace, 96% of employers believe workers' literacy skills are essential to ensure adaptation to technology demands on the job. Support for the importance of literacy in the workplace is almost unanimous and 68% of employers said they would provide literacy training if their workers required it."* The outcomes of the Tasmanian Workplace Basic Education Pilot Project quite clearly support this.

The awareness campaign conducted by ACAL is difficult to asses as the outcomes are more intangible and difficult to measure. However posters, pamphlets and information sheets have been produced and are in wide circulation. They are undoubtedly raising the profile of adult literacy issues. The results of this project will be long term and ongoing.

The ACAL National Symposium on Adult Literacy (Industrial Award Restructuring and International Literacy Year) was held in May 1989. It was attended by unions, employers, community representatives, adult literacy and basic education workers, and representatives of key government agencies. In a report in *Read All About It*, an ACAL publication funded under ALAC, two key reports were launched, critical issues identified and recommendations put forward and an implementation strategy developed.

The remaining projects were incomplete at the time of writing this report.

2.3 Conclusions

The decision to allocate funds to projects of national significance will have long term importance for decision makers at national, state and regional levels. It will help to provide a basis for strategic planning, setting priorities and allocating funds. The end result will be a higher profile for adult literacy and an increase in the quality of the provision. For the providers working in the field there will be a clearer understanding of the outcomes of their programs and of some of the most effective practices within those programs. The end result should be an expansion of provision and continuing benefits for the quality of that provision.

3 STATES' USE OF ALAC FUNDS

The use of ALAC funds at State level depended largely upon the existing state provision and the perceived needs within that State. A very brief statement of the existing adult literacy provision is followed by an outline of each state's application of ALAC funds.

3.1 New South Wales

3.1.1 Background

In New South Wales adult literacy provision is relatively and comparatively long established, well organised and largely institutionalised. The main provider is TAFE, however the Board of Adult Education (BAE) and the Adult Migrant Education Service (AMES) also offer adult literacy programs. There are a number of other small providers and interested organisations, such as the Department of Corrective Services and the New South Wales Adult Literacy Council.

3.1.2 ALAC Funding Arrangements

New South Wales received $560,000 in 1988 and again in 1989 from the National Policy on Languages funding to implement the Adult Literacy Action Campaign in that state. Initially no mechanism existed for the use of this money, so early in 1988 an ad hoc committee was formed to oversight the distribution of funds. After some changes in membership this became the NPL Steering Committee on Adult Literacy in NSW. The organisations represented included:

TAFE (Divisions of Adult Basic Education and Special Programs)
Adult Literacy Information Office (ALIO)
NSW Board of Adult Education (BAE)
NSW Department of Corrective Services
Commonwealth Rehabilitation Service
Adult Migrant Education Service (AMES)
NSW Adult Literacy Council

Apart from some minor changes in individual representation, this committee has remained substantially the same throughout the period of the grant. This is the first time such extensive coordination and cooperation has existed in New South Wales and undoubtedly it has led to greater efficiency in delivery of ALAC funded programs.

In 1988, the resources were allocated as follows:

· Literacy Campaign through videos (plus an additional amount of $217,000 from States Grants)	$263,000
· TAFE local initiatives	$90,000

.	Regional Councils of Adult Education literacy programs for rural areas NSW Board of Adult Education (approximately $29,000 for each of 6 regions)	$175,000
.	Aboriginal Reading Resources The Aboriginal State Lands Council	$29,200
.	Enhancement of Participation by Women in Employment and Education (Resources) ALIO/Women's Co-ordination Unit (WCU)	$19,500
.	Student Conference ALIO NSW Adult Literacy Students Club	$9,500
.	Participation in Literacy Programs: A Longitudinal Study ALIO	$11,700
.	Evaluation of Teaching Practices in Functional Literacy in the Workplace Programs ALIO	$7,106
.	Work Seeking Literacy for the Young Adult Migrant Education Service (AMES) ALIO/BAE	$11,400
.	Women Literacy and Employment AMES/ALIO/BAE	$23,400
.	Women, Literacy and the Community	$9,974
	Total (rounded off)	$575,170

While this process enabled the funds to be distributed widely, there were some bureaucratic inefficiencies inherent in it. The Board of Adult Education funds, for example, had to be distributed to each of six Regional Councils, who then had to organise submissions, distribute funds and fund appropriate staff. For this reason, some projects which should have been complete by June 1989 are still to be finalised.

In 1989 a different method for distributing the funds was used. The Steering Committee called for submissions for projects and, on the basis of these, allocated funds to a variety of projects put forward by groups represented on the Steering Committee.

In all, 47 projects were ultimately identified for funding in 1988-89 and a further 58 in 1989-90. A total of 105 projects were funded under ALAC in New South Wales.

A summary of projects by number and title is provided at Appendix B.

A full-time co-ordinator was appointed and the salary paid from NPL funds for the second year of funding. As a result of this position, extensive records have been kept of each project and evaluations or interim evaluations for most of the projects were available. These varied somewhat in content, and so uniform tabulation and analysis has not been possible. However they have provided a valuable and constructive record of the projects and have been a useful source of information for this evaluation.

3.1.3 Summary

New South Wales has a relatively and comparitively well-established and largely institutionalised tradition of adult literacy provision. Therefore the Steering Committee opted for programs which were innovative, flexible and targeting specific groups and specific skills. While many of the ALAC programs were "one-off", there is nevertheless still a demonstrated need for ongoing additional literacy provision, particularly for isolated areas, and groups with needs not catered for by current labour market programs and more formal courses within TAFE.

3.2 Victoria

3.2.1 Background

Before 1989 adult literacy and basic education (a.l.b.e.) programs in Victoria received their funding and organised their provision in the following ways:

- State funding made available through TAFE colleges. This was used for teachers' salaries. In addition to this, some colleges provided adult literacy programs for community groups by training volunteers and establishing small groups.

- Commonwealth funding through States Grants and the Voluntary Adult Learning Groups Committee (VALG) was used to support community literacy programs. The funding was used to provide a wide variety of programs on a shoestring basis.

There were approximately 125 a.l.b.e. programs operating and about 4,000 students.

The main problem in Victoria a (apart from the relatively undeveloped nature of the provision which is characteristic of some other states as well) was the uncertain and unstable nature of the programs funded by States Grants. Many co-ordinators were not paid award rates, funds were available by submission on an annual rate, and uncertainty made planning difficult.

3.2.2 ALAC Funding Arrangements

With these problems in mind, the State Advisory Committee which included nominees from the TAFE College sector, community providers, the Council of Adult Education, regional TAFE managers and regional adult literacy co-ordinators distributed the funds as follows:

.	Eleven Regional TAFE Boards to meet their priorities within nationally set guidelines	$205,586
.	Six state projects	$88,000
.	Support state-wide co-ordination of policy and practice	$140,900

Essentially the Victorian Committee decided a well organised professional infrastructure was the most effective method of producing the desired outcomes of the ALAC funding. They also recognised that the volunteer or partly-funded effort, while it undoubtedly contained many dedicated and hardworking co-ordinators who donated time and underwrote their own expenses, was increasingly under threat because of economic pressure on individuals to take paid or better paid work. A relatively high turnover of staff, unreliable funding, and a lack of planning and professional development hampered the efforts of literacy providers. Therefore they allocated $245,580 to providing either direct or indirect assistance to program delivery as follows:

.	Eleven Regional TAFE Boards to meet their priorities within nationally set guidelines	104,680
.	Support state wide co-ordination of policy and practice	$140,900
	Total	$245,580

The funding for the method of program delivery mentioned above meant that for each TAFE region, one effective full-time position became possible. This position was modelled on the Adult Literacy Officer positions in New South Wales which have existed since the late 1970s. Support for state-wide co-ordination functions provided:

State-wide positions:	2 staff, part-time clerical assistance and travel.
Regional positions:	3 part-time positions.

The remaining amount was to be spent on state projects including:

.	State-wide Staff Development Workshops	$12,000
.	Student Writing Weekends	9,000
.	Student Groups Support	20,000
.	Distance Literacy Provision	10,000
.	Methodology for Small Groups	20,000
.	Materials Resourcing Strategy	17,000
		$88,000

Distribution of Funds for 1989

Given the injection of State funds into the adult literacy program in Victoria in 1988 and again in 1989 and the resultant increase in provision, a decision was taken to use the second round of ALAC funds in the following activities:

- development and acquisition of course materials and equipment;
- curriculum development; and
- staff development.

To these ends:

- $140,000 from ALAC funds were to be made available on a state-wide submission basis for the following projects developed by the Division of Further Education for possible tender:
  - program development for students with physical disabilities, specifically for hearing impaired and visually impaired students;
  - research, curriculum and staff development (methodology) on basic numeracy for adults;
  - Aboriginal education;
  - investigation of technology and education, related to the ACAL project with Professor Jonathon Anderson; and
  - development of research and staff development in association with other agencies (eg, trade unions, Government Departments) and with schools-based literacy projects.

$150,000 is to be allocated to a major professional development initiative. This included workshops, seminars, working parties, and mini-conferences during the second half of 1989 leading to a major State conference in Melbourne during November. Further follow-up activities will flow from this and extend the 1989 series into 1990. This will provide a base for public activities in International Literacy Year. The entire series of mini-conferences and one major conference were planned as a continuum of curriculum and staff development.

The remaining $50,000 from NPL funds will be used towards developing an Adult Literacy and Basic Education information and services office, to encompass the three areas of development and acquisition of course materials and equipment; curriculum development; and staff development.

Some of the 1989 projects are complete. These include:

- International Literacy Day: 8 September 1989, a variety of activities such as:

- Regional TV coverage;
- Local Radio and Talk-back programs;
- Displays in Shopping Centres and Libraries;
- Speakers at Community Organisations;
- Student Urban/Rural Interaction;
- Donating and presenting books to Libraries.

. Information/Publicity Kit for International Literacy Day - jointly developed by the Division of Further Education and the Victorian Adult Literacy and Basic Education Council (VALBEC).

. A mini-conference at Horsham for tutors, teachers and co-ordinators - run by VALBEC or part of the Division's special projects.

3.2.3 Summary

The main outcome for Victoria of ALAC funds in 1988 was the seeding nature which has led to extensive expansion of adult literacy provisions. More to the point, positions and programs which were previously precarious are now established within State funding and strategic planning is possible. This represents a solid foundation with a professional, skilled infrastructure capable of expanding adult literacy provision in Victoria. This has been recognised in 1989 and funds have been allocated to resources which will provide enduring support in terms of curriculum development, course materials and development and staff development. As a result of ALAC funding and State initiatives, Victoria will be in a very sound position to enter ILY in 1990.

3.3 Queensland

3.3.1 Background

The development of adult literacy in Queensland has been relatively recent. As late as 1982 there were only 2 full-time adult literacy teachers in that state. Commitment of additional state funds over the next 5 years however, meant that by 1987 this had expanded to 10 permanent adult literacy positions. The previous year, also for the first time, the head office co-ordinating position was filled by an adult literacy professional. In the same period, with the production of a Directory of Services,an Annotated List of Resources, and two Train the Tutor Trainer seminars, the beginning of an Adult Literacy Information Service (ALIS) could be discerned. Throughout the State, Commonwealth funding was used to expand provision where there were paid teachers and to introduce programs to other colleges. Regional networking was developing and planning, coordinating and lobbying for literacy within the state was now possible.

The state still lacked an extensive state supported professional infrastructure, and much of the provision was (and still is) carried out by volunteer tutors. These tutors are trained and supported by professional teachers from within TAFE. In addition, community groups such as SPELD and other community organisations also provide literacy tutoring. These organisations are usually supported with professional advice and resources by teachers from local colleges.

During the period of ALAC funding, the State Government subsequently allocated a further $275,000 to adult literacy in October 1988 and as a result, eight permanent literacy teachers were appointed to Colleges within the State.

3.3.2 ALAC Funding Arrangements

Until 1987, Queensland TAFE had allocated $351,000 from Designated Grants Special Course provision to adult literacy. Under the change in funding arrangements to States Grants that year, Queensland received $170,000 and a further $285,000 from ALAC funds.

Because of the way Queensland had used previous Commonwealth grants, the effect of the new funding arrangements was a reduction of Commonwealth funding to adult literacy. The main priority at least for 1988 was program maintenance and ALAC funds, together with States Grants, were partly used for that purpose. The impact of ALAC funds was therefore not as great in Queensland as in some other states. Further, in allocating their resources Queensland generally did not distinguish between States Grants and ALAC funding. Thus it is difficult to distinguish between ALAC, other Commonwealth, and State funds.

In summary, ALAC funds in Queensland were used as follows:

- to examine the extent and nature of the literacy/numeracy needs of Queensland by research projects;
- to continue adult literacy programs; and
- to consolidate and support adult literacy provision with training resources.

A State Adult Literacy Officer was appointed to co-ordinate adult literacy and to establish and manage ALIS. Two part-time program managers of the ILY and Referral Service projects were also appointed in 1989. All positions are currently funded by ALAC, but it is expected that the Adult Literacy Officer position will be maintained by state funding.

3.3.3 Summary

The Queensland Report makes the following observations:

"It is clear that increased State commitment can be linked to the fact that the Commonwealth has provided funds for adult literacy over a period of years. They have been used to support college provision and centrally coordinated projects, both of which have been catalysts to promote awareness in the Department, in colleges and in the community. The funds for materials development and professional development have been utilised in such a way as to raise the image of adult literacy as a professional service, which has influenced Departmental decisions."[10]

If ALAC funds are not renewed, it is estimated that in Queensland Commonwealth funding to colleges will suffer a 50% reduction at a time when state budgets are very tight and there is pressure on TAFE colleges to raise at least 20% of current revenue.[11] Finally, Queensland currently uses volunteer tutors extensively to support its adult literacy program. Given the costs of training and supporting such staff, a further study of the cost effectiveness of such provision, in some areas against the more traditional classes, should be undertaken.

3.4 Western Australia

3.4.1 Background

Provision for adult literacy in Western Australia, including provision by non-government organisations, has been co-ordinated through TAFE since 1988. The type of provision varies from classes in colleges and volunteer tutoring to some literacy classes in community centres. TAFE's role in this, apart from its own provision, has been to support the training of volunteer tutors by TAFE States Grants and to assist with resources and organisational support.

3.4.2 ALAC Funding Arrangements

ALAC funds in Western Australia were used to increase provision largely by:

- increasing the numbers of groups in isolated and previously unserviced areas;

- improving the support and services to volunteer tutors; and

- increasing the awareness of existing provision and the need for additional volunteer tutors.

1988

Proposals funded in Western Australia under ALAC were as follows:

- upgrading TAFE College provision;
- Adult Literacy Country Centres (TAFE) (establishment of volunteer tutor groups);
- TAFE External Studies Open Learning Packages;
- Good Samaritan Industries Literacy/Numeracy;
- Classes Teleconferences: Community Co-ordinators;
- Mobile Resource Units (TAFE);
- Information Service (TAFE);
- Advertising Campaign (TAFE);
- Swan Literacy Computer for Literacy/Numeracy;
- Annotated Resource List;
- Western Australia Adult Literacy Council (WAALC) Independent Spelling Guide.

1989

Provision in 1989 differed slightly in that a Field Officer was employed to manage the projects and there was more emphasis on increased classes.

Projects funded are as follows:

TAFE PROJECTS

Increased College Provision	$62,000

An additional 58 hours/week of classes to be provided for 36 weeks, spread across seven metropolitan and four country centres.

Information Services	$13,230

008 number and information video on establishment of country tutor groups.

Workplace Literacy	$22,575

Setting up and trialing workplace model modified from those used in Victoria and Tasmania.

NON TAFE PROJECTS

Workplace Classes for Disabled	$5,125

198 hours of literacy/numeracy tuition.

Prison Literacy Pilot Project

Joint project with Department of Corrective Services - screening all prisoners on entry to one metropolitan prison to assess literacy levels, then referral to appropriate classes (additional). Corrective Services to provide additional funding.

Development and Acquisition of Course Materials and Equipment

Additional Resources for college classes.

Curriculum Development

Materials for tutor teletraining.

Driver's Literacy Kit for Western Australia.

Staff Development

Adult Literacy Field Officer to manage NPL projects, monitor community literacy projects and provide ongoing support and staff development.

3.4.3 Summary

Western Australia generally used ALAC funds to upgrade college provisions and establish new outer metropolitan provision and country centres. A public awareness campaign including a toll free number, brochures and television advertising were also planned. Resource acquisition, curriculum development and staff development were also included.

3.5 South Australia

3.5.1 Background

TAFE is the major provider of adult literacy services in South Australia. All twenty-one colleges in 1988 offered some form of literacy support funded through State recurrent funding and designated States Grants. In addition, in the three years preceding 1988, efforts were made to use Commonwealth funding to establish contract positions to create a more substantial professional network. This improved liaison with the community, increased awareness in TAFE, and trained volunteer tutors.

In the same period Departmental policy strongly supported growth in vocational literacy activities for those already enrolled in vocational courses. As a result, the level of resources to community literacy programs was reduced and the range of open access provisions decreased with this emphasis on vocational literacy programs. It was against this background of increased emphasis within the State budget on labour market skills that ALAC funds were allocated.

3.5.2 ALAC Funding Arrangements

ALAC funds to South Australia provided the means for TAFE to expand the level of community literacy programs and to capitalise on the consolidation of the literacy network achieved through Commonwealth Designated Grants.

One method of achieving this was by allocating a portion of funds to non-government community providers.

1988 Arrangements

Allocation to Community Providers. An amount of $25,000 was allocated to a proposal administered through the Office of Tertiary Education and developed by:

. the South Australian Council of Adult Literacy (SACAL); and

. the Community and Neighbourhood Houses and Centres Association (CAN).

Allocation to TAFE Colleges. Expanded literacy services through TAFE colleges were sought for the following specific proposals:

- Expansion of services to country areas with economic problems including the re-entry of farmers and their families to the paid labour force (Eyre, Light Colleges).
- Work based outreach programs to workers with low levels of literacy in the southern industrial areas (Kingston College).
- A community literacy program for parents to break the illiteracy cycle (Port Adelaide College).
- Development of more adequate referral and co-operative literacy services between Advanced English, AMES and adult literacy practitioners, particularly in country towns (South East Whyalla, Kensington Colleges).
- Development of mechanisms of referral and literacy support for unemployed through liaison with CES and other agencies (Whyalla College).
- Development of full-time and part-time courses in basic education for students seeking to enter vocational courses.

In addition, funds were applied to a general increase in the current community program. Overall, the equivalent of 3.0 full-time positions were created in direct program delivery for country and isolated areas. A particular emphasis in Port Augusta and Mt Gambier was placed on developing a distance literacy program to complement their direct delivery. Most suburban TAFE appointees (equivalent 2.7 full-time positions) have been involved in supporting increased provision, although one (Port Adelaide) has been directly involved in program delivery.

Curriculum and Resource Development. The following projects were established:

- pilot program to investigate the need for a basic literacy/numeracy award;
- development of a series of video tapes as teaching aids;
- multi-mode development in association with Tea Tree Gully College.

Staff Development:

- Development of an integrated vocational and community literacy model.
- Tutor training of volunteers with SACAL;
- Liaison workshops with Department of Education, Employment and Training, TAFE and OTE;

- Appointment of an Adult Literacy Field Co-ordinator.

Publicity:

- A state-wide publicity campaign including radio and television.

The intention of this distribution of ALAC funds was to develop a "cohesive, comprehensive and co-ordinated adult basic education program within the State".

1989 Funding Arrangements

In 1989, funding is to continue for all colleges except Port Adelaide TAFE and Tea Tree Gully TAFE. Specific projects outlined above are to continue.

3.5.3 Summary

The following summary is taken from the State Field Co-ordinator's Report.

"The availability of ALAC money was timely in South Australia. It enabled a group of people to conscientiously plan to redress some of the 'bad' outcomes of the ad hoc development of the area in the past. It enabled us to develop a higher profile in Curriculum Services so that the literacy needs of students in a wide range of vocational programs are more adequately addressed in curriculum design. It has provided clear and productive links between the community and TAFE so that community organisations have access to professional support and curriculum initiatives."[12]

3.6 Tasmania

3.6.1 Background

In Tasmania, the Division of TAFE of the Department of Employment, Industrial Relations and Training, through the State Co-ordinator of Adult Literacy, has overall responsibility for adult literacy and basic education. Most of the provision for adult literacy is carried out by community based volunteers, with salaried co-ordinators in key areas who train volunteers and who also teach. Labour market programs such as SkillShare also provide literacy, numeracy and communication skills for young unemployed.

3.6.2 ALAC Funding Arrangements

Tasmania received $50,000 for both years under ALAC funding. Because the amount was relatively small, rather than spending it across a variety of small programs, it was decided to use it in two ways:

- Workplace Basic Education (WPBE); and
- Resources Unit at Devonport.

The Workplace Basic Education Program is one of the two case studies which is dealt with in detail in Chapter 5 of this report. Essentially it is the extension of provision for adult literacy into the workplace. However it differs from most of the adult literacy provision in Tasmania in that it is provided in small groups rather than on a one-to-one basis, is provided by paid tutors rather than volunteers, and is held in the workplace, rather than being community based.

A Resource Unit at Devonport was established as the state-wide materials production section for Adult Literacy and Basic Education.

3.6.3 Summary

In Tasmania, ALAC funds were used for two projects, Workplace Basic Education and the Resources Development Unit in Devonport. Both of these projects broke new ground for adult literacy provision in Tasmania.

3.7 Australian Capital Territory

3.7.1 Background

Adult Literacy provision in the ACT differs from other states and territories in that it is almost exclusively the domain of TAFE. It is further differentiated in that second language speakers, including those with literacy problems, are catered for in a well-established and very discrete Migrant Education Program administered through the ACT Institute of TAFE and funded partly by the Department of Immigration, Local Government and Ethnic Affairs (DILGEA) and partly by TAFE. Therefore the variety of providers which characterises other states (and territories) and the inclusion of second language speakers are not evident in the ACT. Neither is there an extensive home tutor scheme and even the existing one operates from within TAFE.

It was therefore inevitable and logical that the submission for the ALAC funds in the ACT should come from a project team, made up of members of staff from the ACT Institute of TAFE.

3.7.2 ALAC Funding Arrangements

The ACT was allocated $40,000 under the National Policy on Languages and the Steering Committee decided to expend this on one project which provided three classes, four hours for literacy and two hours for numeracy.

The New Start (and subsequently renamed Start Now Program to avoid confusion with a Federal Government labour market program) was designed to offer students a maximum of 108 hours of classroom instruction over 18 weeks (4 hours of literacy and 2 hours of numeracy). ALAC funds were used to offset TAFE fees and childcare thereby removing some of the barriers to education for very disadvantaged students.

3.7.3 Summary

ALAC funds in the ACT were used to provide literacy and numeracy classes for those for whom TAFE was inaccessible. Additional resources such as a computer for students' use were also purchased and will provide ongoing help for subsequent students.

3.8 Northern Territory

3.8.1 Background

The structure and provision of adult literacy programs in the Northern Territory resembles, in some respects, the pattern in the ACT. That is, the provision of literacy is institutionalised either through the Northern Territory University/TAFE, Adult Migrant Education Centre (AMEC) or the Northern Territory Open College NTOC, with no community providers.

3.8.2 ALAC Funding Arrangements

It is not clear which projects in the Northern Territory actually received ALAC funds. The following projects were proposed:

- Adult Migrant Education Centre:

    - Development and Adaptation of Materials;
    - Tutorial Hours (five centres);

- Northern Territory Open College (NTOC) - twelve programs for adult literacy in isolated areas.

- Project Read at the Northern Territory University (NTU) - an open access adult literacy program.

As more complete information was not available, the Study Team has considered all three proposals.

3.8.3 Summary

Information from the Northern Territory is unclear and it has not been possible in the course of this study to clarify the issues. Three projects (listed above) have been mentioned in correspondence as being appropriate for ALAC funding. Several reports on Project Read indicate that ALAC funds were used for the part-time tutor's salary. Equally, correspondence, though still unclear, indicates ALAC funds were used for AMEC and NTOC provision. Even so, this does not help as the combined projects exceed the sum of the ALAC grant.

3.9 Conclusions

Overall, each state's response to ALAC funding has depended on the existing provision and the perceived need within the state. In New South Wales, where adult literacy is more developed, ALAC funds were used for experimental programs targeting specific groups with specific needs, sometimes jointly sponsored by a number of providers. Victoria, in the first year of ALAC, concentrated on establishing adult literacy provision on a firm foundation by establishing a well organised, stable and skilled professional infrastructure capable of expanding adult literacy provision in that state. As a direct outcome of ALAC funding considerable additional resources were provided by the State government. This meant that ALAC funds in the second year could be spent on developing long term benefits such as staff development, curriculum development and the development and acquisition of materials and equipment. Queensland, South Australia, Western Australia and to a lesser extent the Northern Territory, all expanded their provision to isolated students. South Australia developed a community adult literacy program for the first time, and in Queensland, partly as a result of ALAC, additional permanent teaching positions were established. In Tasmania new ground was broken with both ALAC funded projects and WPBE should provide a model for similar programs in other areas. Funds were most frequently used for program delivery and there was devolution of responsibility to providers themselves.

4 ASSESSMENT AND ANALYSIS

Assessment and analysis of the use of ALAC funds was made using reports made available by State Co-ordinators. Because of the variety of formats in which the information was supplied, and the disparity of the projects, a common format and approach was not possible.

This section of the report analyses and assesses the use of ALAC funds in each state against the key issues.

This report has attempted to extract trends, changes and innovations in the provision of program delivery, staff development, research and resources.

4.1 Key Issue 1: Development of:

- **skills in communication, literacy and numeracy;**
- **skills to facilitate greater and enriched participation** in society; and
- **skills needed for economic participation in society;**

through increased provision.

Increased provision or program delivery is one of the most immediate ways of dealing with the problem of adult literacy. However to be effective the programs must achieve measurable outcomes in appropriate skills. In analysing the programs against this issue, the Study Team was looking for expressions of satisfaction with the outcomes by both students and teachers, and corroborating evidence of the use of those skills. In the sections below, selective examples have been used to indicate the type of outcomes which were available to the Study Team.

Most of the states and territories used the greater part of the ALAC funds to develop skills through program delivery (expanded provision). This is probably a reflection of the devolution of decision making regarding the allocation of ALAC funds to experienced literacy providers who are only too aware of the demand for such provision.

In line with the findings of the New England study of the outcomes of adult literacy programs, the skills as defined above are broad to encompass the capacity to function in this society.

4.1.1 New South Wales

Over the two years of the ALAC funding, the NSW Steering Committee funded in the order of 40 programs which provided classes (some of the programs offered more than 1 class) or tuition in communication, literacy and/or numeracy. Of these, 12 are now complete and 28 are ongoing. At the time of writing one had not yet started (Project 56). As noted earlier, the length of time it has taken to initiate and complete these programs is in part due to the devolution of the BAE programs through Regional Councils.

All projects for which there are evaluations or interim evaluations (except perhaps 2 projects) show an increase in skills in communication, literacy and numeracy. In addition, there is evidence of increased self-esteem and confidence in the majority of students. Evidence such as students' and tutors' comments and participation in further study has been used in assessing these outcomes.

One interesting aspect of the program delivery is the variety of programs and the targeting of specific groups, and quite often specific skills as well. All classes appear to be client-centred and needs-based, and several use as indicators of increased confidence examples of students owning their own learning. Where specific target groups and specific skills have been selected, students have achieved their aims and, in many cases, progressed to other courses. This however does not solve the long term problem of insufficient provision. While not detracting from the undoubted capacity of such programs to meet specific short-term needs of clients, to assume that these are sufficient is to deny the ongoing nature of adult education . Such programs must also be part of a well established continuum to be effective in the long-term.

A feature of the New South Wales program delivery is the pilot and experimental nature of many of the projects. These ranged from programs aimed specifically at equipping migrant women with sufficient literacy skills to enter the workforce, to a fulltime literacy course at Sydney TAFE College.

One of the problems that such a varied approach to program delivery presented is to select typical projects and outcomes. The following three projects are representative of, but by no means limited to, the types of programs and outcomes achieved by the use of ALAC funds in New South Wales. Other projects are included in Appendix C.

Project 21: Women, Literacy and Employment (2 classes). This program was aimed at women from a non-English speaking background and for many of the students coming to class and communicating effectively was a major step. Perhaps the two excerpts which follow, from the evaluation report by the teacher, indicate how dramatically some students' abilities to communicate increased:

"One woman, having received poor service at a supermarket checkout 'blew her top' and got what she wanted. Since her normal pattern is to go home, cry and develop a migraine we all thought this was an enormous step forward."[13]

"The other women showed her half completed form to the woman at Social Security and used the formula she had learned "Can you help me with this?" She was refused help so she tossed the form into the woman's lap and walked away. She was called back and given the help she needed."[14]

As a result of research carried out in Project 8, three classes, totalling 16 students, were enrolled into trial classes for dysphasic adults (Project 51). Retention has been high and there is evidence of increased self-esteem and confidence in approaching literacy tasks. Three of the students are employed and have demonstrated use of class skills for work rather than personal goals. One of the students wrote "The course makes me think again! They are sure I can do it, I am sure it will help me. The fact that I can get here myself has helped me to believe in myself. The fact that I can read a book a little bit better helps me to think than I can get better."[15]

Project 58, Work-Based Outreach Program, offers basic literacy provision in a work-related context. Ultimately forty students are expected to enrol (more than one class). Of those who have attended, approximately eight have gone, or will go, onto another TAFE course. A further eight have indicated they will attend a RAWFA type class. The classes have been needs-based and students commented that their studies were relevant to their jobs. They have also indicated a greater understanding of the communication needs and levels of their organisations. In addition, students have demonstrated increased levels of self-assessment and the capacity to plan for the future. Improvement in self-esteem has also been obvious. In his/her evaluation, one student wrote "This course has helped me a great deal. I feel more confident and able to do my job better."[16] All students in the first group felt the course met their expectations and generally satisfied their personal objectives.

4.1.2 Victoria

The draft report on the use of ALAC funds in 1988 estimates that as a result of the ALAC program, there were 1,250 new student places. Based on other information in the same report, this represents an increase of +25% for that year alone. The expansion therefore provided far greater numbers than before with the opportunity to develop skills as outlined in Key Issue 1 above.

In using the ALAC funds to provide additional support and infrastructure, and therefore provision and increased skills, Victoria has taken full advantage of the flexibility available in Commonwealth funding. It was also recognised that State funding was committed to definite programs and therefore innovation was provided by ALAC funds.

There is clear evidence of increased enrolments, student contact hours and that students are gaining qualifications and vocational skills through flexible and diverse programs. In particular, ALAC funds in Gippsland, where there are small single industry (timber) towns, have enabled students to increase their job skills, enhance their social competence and to reduce the possibility that they will be dependent on various forms of social security benefits.

Some selective sampling will be used to indicate outcomes which are typical for the program in Victoria.

Other programs are described at Appendix C.

Flemington Neighbourhood House. Of 17 enrolled students in the women's group, 2 obtained employment, 3 went on to further education, one was referred to a Work Preparation program for sole parents and one to Skillshare. Seven remained in the program.

No program existed in this area before May 1988. Under ALAC funding, a co-ordinator was paid from May to December. During that time 70 students enrolled including those mentioned above. These outcomes are recorded:

Enrolment	Outcomes
19	Progressed to other a.l.b.e. groups or programs
9	Employment
6	Further study
6	Skillshare
25	Still in Program
5	Left
--	
70	

From Draft Report, Division of Further Education, Ministry of Education, Victoria.

Carringbush Library Adult Literacy Program. ALAC funding was used to:

- supplement the salary of the program co-ordinator, increasing her paid working hours and bringing her salary to an appropriate level; and
- to provide one extra class with a paid tutor.

Some student profiles:

(i) "Janine, 38, enrolled in February 1988; she was very shy, with no confidence in her ability to write. Although secretary of the local voluntary youth program, she had to depend on others to take minutes and write letters.

Janine is now in a Skillshare Office Skills program, and has completed a work placement. Staff at Skillshare believe she has an excellent chance of getting a job. Her self confidence has expanded markedly.

(ii) David, 30, had had two years of primary schooling in outback Queensland. In his wider family, only two people could read. He had spent nine years in gaol and had attended rehabilitation centres for an alcohol problem.

Initially he could just write his name but within a month was writing paragraphs and reading newspapers.

He has been accepted for the kitchen skills training program at Flagstaff College of TAFE, William Angliss Campus, on a CES placement. It is a three month course, with work guaranteed in a government institution at the end of it."[17]

Northern Metropolitan. There is ample evidence in this area that as a result of ALAC funding, students are more readily gaining employment.

One student at the age of 46 has employment for the first time ever. She told her tutor "Without having done this course I wouldn't have even tried to fill out the application form."[18]

Another now reads books with his children, an activity he used to avoid, and borrows regularly with them from the library.

A third gained sufficient literacy skills to pass his endorsed licence and is now employed driving trucks.

Student Writing Weekends. About 120 students were able to attend student writing weekends which were designed to allow students to concentrate on their writing. Staff reported that students' skills improved, their confidence improved and their awareness of other educational possibilities increased.

4.1.3 Queensland

Changes to funding arrangements in Queensland have meant that ALAC funds have been used partly in maintaining existing programs, either through supporting part-time teachers' salaries or by training and providing administrative and resource support to part-time tutors. There has been expanded provision overall, particularly into remote areas of Queensland where previously no provision existed. The report provided by Queensland Department of Vocational Education, Employment and Training (DEVET) indicates that students in employment who had specific job-related needs, and women, tended to reach their goals quickly and frequently reset them. Those with longer term problems and attendant lack of social skills and confidence took longer to achieve more measurable outcomes.

Generally in geographically isolated regions expanded provision and therefore increased skills have been provided by the expansion of volunteer tutor training. ALAC funds have also been used to meet the costs of coordination time for tutor advisers. Initial training for both the potential volunteer tutors and the adviser is provided by experienced tutor trainers. New programs are then linked with their nearest TAFE College and ALIS for ongoing support.

Programs have been established in the Central Highlands at Moranbah, Clermont, Capella, Emerald and in the South West at Roma and Charleville. These are mining and rural communities and changes in rural employment have resulted in farmers and rural workers seeking full-time employment. Workers in the mining industry are also affected by award restructuring, multiskilling and the need for promotion. Many of the mine workers find shift work makes it difficult for them to attend classes and some of them also wish to access Mine Deputy Studies and Safety courses available through TAFE. In these remote areas, ALAC funds provided some students with their first opportunity to improve their skills.

All students have remained in the program in the South West region, a substantial tribute to the appropriateness of the program and an indication of the successful application of ALAC funds.

The generational illiteracy cycle is also a problem which ALAC funds are addressing in Queensland as in other states.

As in some other states, Queensland used ALAC funds for prison literacy provision. One literacy tutor training course was offered at Sir David Longland Correctional Centre and despite various changes in the prison population, four tutors remain. Wacol Prison has asked for similar tutor training. Another innovative and successful program at Wacol Prison is the literacy-through-skills approach, where students attend welding (or other skills) courses. These are followed by classes in related literacy and numeracy.

The following example, taken from a tutor's report probably typifies the results of ALAC funding in Queensland on a personal level.

"One student, Bill X, enrolled in a beginning reading and writing course in 1988. He had resigned from full-time work because he needed literacy skills beyond those he had. On entry to the course his reading and writing skills were minimal. For example, he could only write the alphabet, his name, address and a few consonant-vowel-consonant word combinations.

Now he buys 'The Courier Mail' daily and takes pleasure in reading certain sections. He feels confident in participating in group conversations and can take advantage of many benefits available only to the literate in our society. One example of his competence has been his reading of the Brisbane City Council Free Tree Booklet, his choice of three appropriate trees and his completion of the application form. I envisage that he will continue to develop his skills and will contribute in a variety of important ways to his local community in the future."[19]

A more detailed picture of Queensland's provision is at Appendix C.

4.1.4 Western Australia

In 1988/89 upgrading of college provision resulted in an additional fifty-six hours per week of literacy and numeracy classes for seventeen weeks. Eight colleges participated and information from seven of these indicated that 177 students, 139 in the metropolitan area and 38 in the country, were assisted.

Additional country centres were established at Karratha, Katanning and Manjimup, and a new outer metropolitan group at Armidale. One class in Fremantle was established to cater for people with disabilities. The Good Samaritan Industries conducted five classes per week catering for twenty disabled students and Mundaring Sharing, a neighbourhood centre, offered literacy and numeracy classes for twenty-seven students, eighteen of whom continued into Semester 1 1989. The remainder completed their course. As a result of volunteer tutor training, ninety-five tutors were trained in five courses and a total of eighty-four students assisted as a result of this. Overall, ALAC funds have contributed to expanded provision for a significant number of students through formal courses in TAFE, community centres, non-government organisations and increased volunteer tutors.

Equally importantly, ALAC funds not only contributed to increased provision, but also contributed to increased skills. The following excerpt from a volunteer tutor's report illustrates this very well.

"When our lessons began, (approximately 12 months ago), J was living in a group home with three other adults and with staff support from Active Foundation. She was extremely self conscious and inclined to be over emotional. After some months I noticed a marked improvement in her attitude; more willing to try new projects and try harder work. Her relationship with her workmates improved as we discussed this often and she learned to evaluate herself on what she could do and be proud of it. ....After six months J moved into a flat with another person; she now lives in this flat on her own. She is coping very well, and enjoying an interesting lifestyle....She corresponds with members of her family in other states and hopes to improve her employment status in the near future."[20]

4.1.5 South Australia

There has been a very considerable increase in adult literacy provision in South Australia. This has varied from direct delivery by ALAC funded teachers in TAFE colleges, to training community co-ordinators (SACAL), to supporting increased provision of community literacy. Between 350 to 400 students were enrolled as a result of increased classes at seven TAFE Colleges.

The expansion of provision and its results are dramatically demonstrated in the South East. At the end of 1988 there were eight tutors and six students in the Mt Gambier region. In November 1989, there are forty-six tutors and ninety students in the South East and the College now provides:

- small group English and Mathematics classes;
- one-to-one tutoring;
- distance literacy classes to five areas;
- small group ESL classes - Millicent Campus;
- small group English class at Mr Burr based at a Community House;
- one-to-one tutoring - ESL and Adult Migrant Package Program Liaison

Student outcomes include the following report by a teacher:

"Ken's self-confidence has developed from being afraid to put pen to paper (his first price of writing comprised three very short sentences and took some hours to complete),to now when he regularly sends 'essays' of up to two pages in length and "wouldn't miss doing my essay", each week. He asks for work he feels would be of interest, challenging or appropriate, and has asked to learn how to write reports in anticipation of added responsibility at work."[21]

Another student wrote:

"I Like these leson because they have help me with my spelling and writing. It has helped me to be more confidence in my work. I have had more responsibility at work Like filling daires and being leading had. It has given me confidence in filling out log books and using the phone. My lesson with Anne makes me feel more positive about my writing and my abilities."[22]

As a result of ALAC funds allocated to community providers (SACAL), thirty community co-ordinators and more than two hundred and fifty volunteer tutors throughout the State have been trained.

4.1.6 Tasmania

The WPBE program, as outlined in Chapter 5 of this report, resulted in increased skills in literacy and numeracy through increased provision. Workers, management, unions and tutors agree on this. For all students there has also been an increase in self-esteem, confidence, and therefore enhanced participation in society. The Resources Unit at Devonport, by providing a desktop publishing service has also supported this effort, for WPBE students and for others in community based provision.

4.1.7 Australian Capital Territory

The evaluation of this program is based on the comprehensive evaluation process built into the original submission and costed as part of it.

Increased communication skills can be shown by the following comments from students:

"I've always wanted to write to my parents overseas for years. Last Friday, I finished a letter to my mother."

"I feel better about myself being able to write a letter. It is a lot better now I can read a little better now and I find I can hold a conversation with people and I stand up for myself more."[23]

Staff in 1988 were asked to complete a student profile for each student as recorded in the report. For all but one student(who only attended periodically for 4 weeks), there were significant positive changes by the end of the course.

Of the first group in the New Start Program, by half way through the course 53.8% felt more confident in handling money and 72.7% enjoyed reading more.

Further, of the 26 students who began the program, 2 who withdrew in the ninth and eleventh week did so because they gained employment. Of the 16 who finished, 2 gained employment, 5 were pursuing other TAFE courses and 12 planned to return to the course in 1989.

In 1989 the format has changed slightly as 12 students from the original course have remained in a bridging course which is designed to lead into other TAFE courses. A further 26 students have been accommodated in the Start Now Program as there has been a topping-up process as students moved on. The program is due to finish November 1989.

Perhaps comments from two students sum up this program most effectively.

"I didn't want anyone to see what I had written when I first came here, but now I don't mind at all who sees what I write."

"I could only read a little bit when I started, but I've read 9 books now. I'm doing well."*

4.1.8 Northern Territory

Most of the students currently in Project Read have been in the program for the last eighteen months. All are acquiring greater skills measured against the tests used, as well as a general increase in social skills. Students are also acquiring computer literacy. In AMEC courses students are generally re-enrolling in classes and have expressed satisfaction with the classes. Both AMEC and NTOC were an expanded provision. NTU was a continuation of a provision program.

4.1.9 Conclusion

There is no doubt that ALAC funds in each state led to expanded provision and increased skills. Although providers used a variety of measuring instruments and differing formats, and common tabulation was not possible, the evaluations available to the study team indicate a very high degree of successful outcomes for the programs. This agrees with the national level study on *Outcomes of Adult Literacy Programs*.

However the success of the programs should not obscure the need for funding to continue. In some areas ALAC funds provided classes for the first time. In other areas, such as in New South Wales, a variety of short programs have provided some adults with basic strategies to help them cope in their environment. If these efforts are not at least continued, then the short term benefits will be lost. Further, of the total population of those who cannot read or write well enough to cope with tasks in every day life, only 28,000 are in adult literacy programs. This clearly falls short of the estimated 1,165,000 (10%) of the adult population who do not have functional literacy skills.

One of the difficulties in carrying out an evaluation of ALAC programs was the variety of formats used by literacy providers in evaluating their programs. The providers themselves are aware of the need to provide more effective evaluations of their programs. However as they are frequently overburdened, they are disinclined to do so unless this is a requirement of the grant. These comments should in no way detract from the very professional program delivery. It is a recognition of the need to develop a national attitude/model for adult literacy evaluation. In the long term a reliable database of outcomes for programs can only strengthen their case for the need to provide more effective evaluation of their programs.

4.2 Key Issue 2: Contribution to the promotion of learning opportunities, particularly for those who would not otherwise have enrolled in TAFE.

ALAC funds were made available on the condition that they were not to be used to replace existing TAFE provision. The Commonwealth provides funds for TAFE courses through other sources and therefore expected that these special funds would reach a different client group.

4.2.1 New South Wales

The client groups in many of the New South Wales projects were defined very clearly in the submission, reports and interim reports available to the Study Team. The groups overlap somewhat but they have been classified as shown at Appendix D. The result of this has tended to be therefore quite specific client centred provision, either in the form of program delivery, resources or research.

In terms of program delivery, the selection of a particular group has allowed the course to be absolutely client-centred and needs-based. It creates group cohesiveness, strong support systems, and a satisfactory learning environment. Further, this very specific skills-based learning is generally outside the more traditional provision of adult literacy courses within TAFE. TAFE courses tend to have a generalised clientele and a reading and writing focus (RAWFA), or are part of a hierarchical education system. The overall success of these courses as measured in increased skills, suggests that this targeting of specific groups was important to the success of the classes.

Two of the reports suggested that these specific courses (Projects 58 and 22) had a high retention rate. This is very subjective and certainly open to argument, but future grants might consider this an evaluation objective.

It could be argued that some of the groups, such as parents and the young unemployed, already had access to TAFE courses. However, the strength of these courses rests in the recognition of the needs of such students and the capacity to respond specifically to those needs. In any case, given that many students from ALAC funded classes have progressed to TAFE classes, their importance as a means of increasing skills and confidence to enable students to undertake further education must be taken into account. In addition, in the case of groups such as parents, the purpose of the courses generally has been to increase the skills of the parents, so that they can provide a more positive attitude and greater help to their children with their school work. In this way it is hoped the illiteracy cycle might be broken.

The programs aimed at the young unemployed all had as their objectives the gaining of sufficient skills to enter other labour market programs, vocational programs or employment. It is interesting also to note the identification of the rural and isolated student. This may have been one or two particularly active providers, however again it is suggesting a move towards more specific client groups with particular needs. It is also noticeable in other states.

For the remaining projects, all the programs, research or resources were aimed at those who were not normally served by existing TAFE courses. When the programs are complete, and final evaluations are available, it will be possible to determine how successful they were in reaching their target groups.

4.2.2 Victoria

The ALAC funds in Victoria were not allocated on the basis of specific projects as they were in some other states. However, apart from the fact that funds were allocated to Regional TAFE Boards to meet their priorities within nationally set guidelines, there is ample evidence from the report of selective targeting of groups not normally provided for by TAFE. Again, as with New South Wales, many programs appear to have been targeted specifically at groups such as women, with the aim of fostering particular skills including employment related or survival skills.

In the Central Metropolitan Region of Further Education, three local programs have been involved in innovative work with homeless adults, young homeless women and unemployed young women. One program has been set up for young people with some history of psychiatric disturbance, two for mildly intellectually disabled adults, and one for young long-term unemployed. Specific programs for women have been held at a Women's Refuge to improve literacy and job seeking skills for women who are sole parents and whose youngest child is 16, thereby reducing their pension.

In other areas target groups include unemployed men and women who need retraining, rurally isolated, economically disadvantaged, and one program was specifically aimed at adults who had not completed their primary education.

Only in one area is there evidence of classes developed especially for migrants. However, several comments from providers indicate that with changes in the Adult Migrant Education Service, adult literacy providers can expect greater demand from long term migrants.

4.2.3 Queensland

Because adult literacy provision in Queensland is still developing and because of the need to fund ongoing programs, there does not seem to have been the capacity in Queensland to develop specific programs for particular clients. Nevertheless there is ample evidence that the provision is substantially contributing to the promotion of learning opportunities, particularly for those who would not otherwise have enrolled in TAFE.

Of particular interest in this area is the move into isolated rural and mining regions. The flexibility of the home tutor scheme has meant that miners who work on seven day shifts can be catered for as can farmers who now have to cope with the increasing demands of computerised sales systems.

Students already in employment are also catered for within the Queensland program. Their needs are usually specifically job-related and are not usually available within existing TAFE provisions.

Women are a significant group within the clientele of adult literacy provision within this state. Typically they need increased skills to gain independence, either financial independence by returning to the workforce, or emotional independence by increasing their self-esteem.

An increasing number of migrants are enrolling in adult literacy programs as they are excluded from the more traditional ESL provision. Their needs differ from group to group and they are not readily accommodated in existing TAFE provision or other Commonwealth funded programs.

The unemployed are also a target group for adult literacy in Queensland. Some are reached through other programs such as Skillshare, while others are referred directly from agencies such as the CES. Again there is no other provision for such groups within existing TAFE courses.

Other groups which are specifically targeted by some colleges include those with physical and intellectual disabilities. Arrangements have included special provision and co-operative agreements with agencies such as Sheltered Workshops.

At least one college, because of its location, also provides volunteer tutor assistance for Aboriginals and Islanders. There is no evidence (though it may exist) of specific provision for Aboriginal resources and courses as there has been in other states such as New South Wales.

Finally, in Queensland, as in other states, there is a recognition of the isolation and the education needs of prisoners. In at least two prisons there is now increased provision for literacy and numeracy.

4.2.4 Western Australia

The method by which projects in Western Australia received funding virtually assured contribution to the promotion of learning opportunities for those who would not otherwise have enrolled in TAFE. An expansion of provision, particularly by volunteer tutors into isolated areas, enhanced learning opportunities and the inclusion of non-government organisations increased the informal provision of adult literacy and numeracy within the State. Of particular interest are the Good Samaritan Industries classes which were designed to help thirty students from a sheltered workshop who have intellectual disabilities increase their skills for employment. Target groups of Aboriginals, migrants, homeless men, and the intellectually disabled have been identified in the evaluation reports.

The expansion of classes in 1989 into workplace classes for the disabled and the Prison Literacy Pilot Project also indicates increased provision for those outside more formal provision.

By concentrating in 1988 and 1989 on increasing provision for areas where previously it was inadequate and by targeting more specific groups in 1989, ALAC funds in Western Australia have achieved their purpose of providing for those outside normal TAFE provision.

4.2.5 South Australia

Target groups for ALAC funds were clearly those who would not otherwise have enrolled in TAFE, either through lack of provision, isolation, or because such formal provision was inappropriate.

As with other States, there has been an emphasis on groups who are geographically, economically or socially isolated. These include:

- farmers and their families seeking re-entry to the workforce;
- Skillshare participants;
- migrants;
- industrial workers;
- unemployed;
- Aboriginals;
- nurses;
- disabled; and
- women.

The use of community houses, and the variety of referral agencies, in addition to the general concentration on those with very basic skills, meant that provision reached those not normally accessing TAFE programs.

Because of the previous emphasis within South Australian TAFE programs on vocational literacy programs, the community programs had been somewhat reduced. As a result of ALAC funds, and in particular community participation, a far wider range of students was able to take part in a variety of different types of literacy provision.

4.2.6 Tasmania

Part of the rationale of WPBE was to bring basic education to the workplace for those who found it difficult to attend TAFE classes because of shift-work or because of lack of confidence. For many workers, such as those at EZ Industries where there are three shifts every 24 hours, the very nature of this work precludes potential students from attending classes. For other students, such as the women at Royal Hobart Hospital, what little free time there is, is usually concerned with household chores, again because of shift work. The education expectation levels of many of these workers make it unlikely that they would normally have attended TAFE.

4.2.7 Australian Capital Territory

The target group as outlined in the proposal for funding in the ACT were to be as follows:

- over the age of twenty-five;
- experiencing difficulties with literacy and/or numeracy;
- aspiring to self improvement, employment, vocational training,and/or further study;
- unemployed, on a limited income and unable to pay current ACT TAFE fees and charges.

From the initial advertising of the course, 103 students expressed interest and of these, 26 students enrolled in the course. The selection/interview process found places in other TAFE courses for 54 of those who initially applied. Therefore the process, although subjective, effectively limited the students to those who would not normally be placed in a TAFE course. The barrier of fees and childcare was removed by using ALAC funds to cover these where necessary.

4.2.8 Northern Territory

As noted earlier, there was some confusion over which projects in the Northern Territory were funded. Of the three nominated, Project Read is the 'bottom' program in a hierarchy of programs and as such is the lowest entry level to literacy programs. This program fills a gap in the market for non-Aboriginal and non-NESB Australians including mildly intellectually disabled students for whom there is no other provision. This was an existing program which was continued.

Of the other two programs, AMEC program provides classes for NESB Australians not served by any other program, and NTOC provides classes for Aboriginal students not currently enrolled in any other program.

4.2.9 Conclusion

Overall, ALAC funded programs contributed to the learning opportunities for those not generally enrolled in TAFE. Many programs took advantage of the flexibility of the funding to target specific groups with specific needs. There is evidence to suggest that this proved to be a very successful learning experience for many students. Further, in South Australia the development of community based provision helped to redress the previous emphasis on vocational literacy programs. Several states have also been able to begin to address the needs of the geographically isolated.

There are already many people from an NESB entering literacy programs. With the application of the Adult Migrant Education Program Plan there will be an increasing number of people from an NESB who will be seeking help from adult literacy programs. Given that provision is already insufficient, this will undoubtedly further stretch 'an already overburdened provision.

4.3 Key Issue 3: Development and acquisition of course material and equipment, curriculum development and staff development.

While it is important to expand adult literacy provision, it is also important to support that expanded provision with appropriate course material, curriculum development and staff development. Through these activities the quality of the provision will continue to develop and the needs of the clients will be better served.

The effects will be generally long term, providing a professional delivery by staff whose skills continue to grow. Therefore ALAC funds could also be used for the development and acquisition of course material, curriculum development and staff development.

4.3.1 New South Wales

Course Material and Equipment

Projects involving the development of course material are generally still to be completed apart from an early production by Aboriginal women on *Plants We Use Around Mungindi*. A detailed description of these projects can be found at Appendix E. The range includes several very interesting Aboriginal reading resources and resources units, including one mobile unit. As most of these resources are yet to be completed, their effectiveness cannot be determined. However, their potential value is their contribution as ongoing resources to increase the quality of provision in adult literacy.

There are four projects which have specifically bought equipment with ALAC funds. Of these, one (Project 52), was designed to provide technological access to literacy for severely disabled adults. Equipment to be bought will enable students with minimal or no vocalisation to be able to communicate.

The remaining three projects (40, 96, 98) all involve the purchase and use of computers as an aid to gaining literacy/numeracy skills. The results are all very positive and include the following:

- greater willingness by students to complete their work;
- increased self-esteem as a result of 'published' work;
- entry to other computing courses;
- use of computers in employment related tasks, eg resumes, job applications;
- improvement in all level of skills; and
- more flexible learning environment.

From the evidence available to the Study Team, it seemed that teachers felt that computers considerably increased the skills of the students. It will be interesting to see if the findings of the national project, An Evaluation of the Effectiveness of Technology for Adult Literacy Tuition, bear this out.

Staff Development

Over the two years of ALAC, a number of staff development activities have been planned. The results of these are not yet available. They will in any case be long term rather than immediate, and should aid the development of professional skills and improve the quality of provision for adult literacy.

4.3.2 Victoria

Of the ALAC funds received by Victoria in the first year, $59,000 was allocated directly to four State projects which did not involve program delivery. Additional details of these can be found at Appendix X. Briefly the four categories were as follows:

- State wide Staff Development Workshops;
- Distance Literacy Provision;
- Methodology for Small Groups; and
- Materials Resourcing Strategy.

Some of the outcomes for the Staff Development Workshops are measurable in the short term and certainly complement the expanded provision of a professional well-trained staff. Staff who attended the activities were satisfied with the outcomes, papers were distributed and some staff indicated that they would now undertake further study in the area.

The Distance Literacy Provision resulted in five new programs, mainly involving tutor training. One of these programs was the model adopted by New South Wales as the basis for developing their own Distance Learning Training Package. Long-term benefits for these and for other activities in this section will ultimately be determined by the quality of the provision and the effectiveness of the resources.

Quality publications included two books as a result of the Methodology for Small Group Learning Activities and the state-wide materials resourcing strategy. The aim of this last project was to determine what systems would be required over the next three years to resource adult literacy programs state-wide with learning materials for the next three years.

The report *People Who Know* was widely distributed. "The effects of this report will be long term and far reaching. It was produced at a most opportune time (February 1989), just as new programs under the Victorian State Government's a.l.b.e. initiative were being set up. It was therefore available to provide guidance on the acquisition of resources for new staff at local and regional levels."[25]

4.3.3 Queensland

Because of the need in Queensland to maintain programs, very little of ALAC funds could be spared for curriculum development. However, one project, *Great Barrier Reef Kit*, reading materials for new adult readers, was funded under ALAC.
ALAC funds were also used for the professional development of new adult literacy teachers, inservice for existing teachers, and the training of tutor advisers and volunteer tutors. In particular, a two day seminar focused on Change and its Implications for Vocational Literacy/Numeracy Teachers.

4.3.4 Western Australia

Development of three projects in 1988 and one in 1989, included:

- Open Learning Packages;
- Annotated Resource List; and
- Independent Spelling Guide.

Two other projects included a mobile resource unit and a word processor/micro computer. Both of these are intended to provide disadvantaged groups with an opportunity to increase their skills. All of these projects have wide application and should provide ongoing support for adult literacy providers in this State. In addition, resources and equipment such as videos, tapes and materials have been purchased with ALAC funds to support classes and volunteer tutors.

4.3.5 South Australia

With the need to expand basic provision, South Australia was not in a position to apply funds to the development of course material and equipment. However as a result of that increased provision, additional teaching resources were made available to volunteer tutors.

Curriculum development has resulted from the following programs:

- Workplace Education;
- Distance Literacy; and
- The Challenge Program (two day and four day).

Extensive tutor training programs have been undertaken as a result of ALAC funds. In addition, from the State Field Co-ordinator's Report, the following activities were listed:

- State network meetings for community literacy officers;
- visits to the South East to examine the Distance Literacy Program;
- Volunteer Tutor Training Sessions in eight centres as models of good practice;
- the dissemination of relevant articles; and
- writing workshops.

4.3.6 Tasmania

The Resources Unit at Devonport was initiated to develop a range of high quality information resources. To date 13 Reading Books have been produced and a variety of students' work has also been published. This is the only such resource available in Tasmania and has already substantially benefited students and tutors alike. It is hard to conceive that any area of education so fundamental to functioning in society should be inadequately resourced.

4.3.7 Australian Capital Territory

As part of the resources for the New Start Program the following items were acquired:

- computer hardware/software;
- re-usable class texts;
- calculators;
- tape recorder/listening posts; and
- photocopier.

In 1989 a computer for students' use was also purchased.

4.3.8 Northern Territory

The Adult Migrant Education Centre reported the following:

"The original proposal was for the development and production of a video on the graphics of writing and tutorial hours to support the introduction of the video in Individual Learning Centres and in regional centres.

To date, the video "Learning to Write" has been fully scripted and filming has commenced.

As well as producing the video, A Student's Practice Workbook has also been developed and will be an integral component of the package. Funds proposed for the tutorial hours were used for the writing of the workbook as it was seen as a necessity."[a]

4.3.9 Conclusion

Resources acquired or developed range from mobile resources units, to videos, to glossy, professionally produced kits on a range of topics. All of them are enduring results of ALAC funding and will be useful for students well beyond the current period of ALAC funding. For the Study Team the emphasis on professionally produced materials indicated a professional attitude among providers who believe that quality materials deliver a subtle message of value to their clients. Further, there is evidence of increasing use of technology such as computers despite the constraints of inadequate funding. There are also suggestions that such technology may increase the rate of acquisition of skills for some students. Undoubtedly the national level project on this subject will further explore this.

4.4 Key Issue 4: Growth of adult literacy provisions as a result of the seeding nature of the program.

Ideally Commonwealth funding ought to highlight areas of need which state funding can subsequently develop. Given that ALAC funding enabled providers to substantially increase a variety of activities, it was to be hoped that the states might recognise the considerable value of such programs and grant additional states' funding.

4.4.1 Overview

There is a direct link between the ALAC funding in Victoria and the increased state allocation in 1988-89 and 1989-90 to adult basic education and literacy. Because of the infrastructure funded under ALAC, the State Government was able to take over an established, organised and developing program. In 1987 State funding through colleges was approximately $1,000,000. The existence of the ALAC funded programs and projects was a major factor in the State Government's decision to make a single line appropriation to Adult Literacy and Basic Education in 1988-89. This recognised adult literacy and basic education as an area of sufficient importance to deserve separate and significant funding. In effect it removed adult literacy and basic education from welfare volunteer provision noted by lo Bianco, to an integral and recognised part of systematic government policy. The amount for that year was an additional $2.5M and there was a further increase by $3.4M in 1989/90. This means that the programs funded by ALAC monies in 1988 will continue to survive, and indeed grow, with the extra funds of 1989/90. More importantly, students taken into these programs will continue to receive quality provision, not subject to the vagaries of uncertain and minimal funding. With this in mind, the second round of ALAC funding in Victoria is being used for development and acquisition of course material and equipment, curriculum development and staff development.

There is no doubt that in Victoria ALAC funds have been a major factor in the substantial growth in state funding.

As mentioned previously, in October 1988, the Queensland Government allocated an additional $275,000 to adult literacy with the result that eight additional full time permanent adult literacy teaching positions were made available around the state. These full-time teachers have supported the expansion of the volunteer tutor programs, undoubtedly increasing the growth in an adult literacy provision. Further, the ALAC funded State Adult Literacy Officer is also expected to become a State responsibility. While this is not on the same scale as in Victoria, nevertheless ALAC funds in Queensland have resulted in additional state provision.

On a smaller scale, at least two colleges have allocated resources from within the college budget to support increased adult literacy provision.

In Tasmania ALAC has been particularly successful in increasing provision of adult literacy. The initial grant for Workplace Basic Education funded 6 workplace classes. This calendar year, there will be 25 classes of varying length, all of which are now funded on a fee for service basis by the employers. The co-ordinator's salary (full-time) and some administrative costs are still funded by ALAC. As with other states, resources such as photocopying, phone calls, etc are borne by the state.

In New South Wales there were no major state government initiatives as a result of ALAC. However, the Steering Committee funded 6 coordinator positions which were to initiate appropriate provision of literacy/numeracy classes. As a result of these projects, at least an additional 12 classes have been funded from other sources. Of these, 5 list as outcomes increased skills identified in Key Issue 1. A detailed description of these is at Appendix F. Unlike Victoria and Queensland, this increased provision is not part of recurrent state funding and continuation therefore cannot be guaranteed.

In Western Australia the situation is different again. Where ALAC funds have been used to train volunteer tutors and set up community groups, it seems that other sources of funding are then expected to support the groups subsequently. This varies from Council funding for some neighbourhood classes to funds sought through grants to non-government organisations. Also in at least one college staff have been so enthusiastic about the results of ALAC funded programs that the college has subsequently expanded provision.

As a result of ALAC funds in South Australia, thirty community co-ordinators were trained through the SACAL project, twenty-two of whom are now receiving funds other than ALAC. At Murraylands Campus the .4 contract position has been extended to the end of 1990, funded from the college budget. Where positions were attached to TAFE Colleges, ALAC funds covered the position only. The college accepted responsibility for running expenses including travel, telephone and photocopying. In the case of areas with large distances to cover, these were often quite considerable.

In the ACT, ALAC funds have not led to any increased provision. Unfortunately when the ALAC funding finishes there will be no further Start Now classes. The ACT Institute of TAFE has decided it is unable to fund these classes. Furthermore, the introduction of fees in the Australian Capital Territory has effectively introduced a barrier for adult literacy students.

As in the ACT, in the Northern Territory there is no indication that ALAC funds have lead to any additional adult literacy provision. However NTOC indicated that additional expenses for their program would be carried by the college.

4.4.2 Summary

In two states, Victoria and Queensland, ALAC funds were a major factor in a decision to increase state funding for adult literacy. The results in Victoria were particularly outstanding. As a direct result of ALAC funds adult literacy and basic education provision has developed from an embryonic provision, dependent on unstable, uncertain non-recurrent funding, using largely volunteer tutors, to an established, organised and developing program, with a single line appropriation in the state budget. Most other states also supported ALAC funded programs by the use of administrative resources and existing personnel. Some individual colleges and community groups have also supported the continuation of programs from their own funds. Overall, except in Victoria and Queensland, the seeding effect of ALAC funds has been generally slight.

4.5 Key Issue 5: Increased awareness of adult literacy issues.

One of the critical problems facing adult literacy providers in Australia today is the lack of awareness of adult literacy issues. A large injection of funds such as ALAC should contribute to increased awareness, either directly through publicity campaigns and research, or indirectly through the increased profile which comes with expanded provision.

4.5.1 New South Wales

New South Wales funded a number of programs which were designed specifically to increase the general awareness of adult literacy issues. These include videos, pamphlets, media campaigns, and research. (A detailed list is at Appendix G.)

Some of the projects are not yet complete, but in any case it is probably too early to determine to what extent most of the projects have increased awareness of adult literacy issues. Furthermore, it is very difficult to measure such intangibles as increased awareness. Nevertheless publicity programs and an increase in information should inevitably raise the profile of adult literacy issues. Additional awareness will also come from increased contact with community groups and other organisations.

It is a great pity that the ban on advertising free TAFE courses in New South Wales has meant that the community announcement video featuring the Prickle Farmer, Mike Hayes, cannot be shown on air in its current form. Changes in format to meet new requirements are too expensive so that this project's potential is substantially reduced.

4.5.2 Victoria

Given that Victorian ALAC funds were expended largely on infrastructure rather than on a variety of projects, increased awareness of adult literacy issues is hard to quantify. There were no particular campaigns or projects directed to this end. However it is clear that the increased activity as a result of the infrastructure heightened awareness in the community. There is some tangible evidence that other services are more aware of literacy provisions now. There have been referrals from sources such as the Department of Corrective Services, tutor training at Beechworth Prison for a mixed group of inmates and staff, and the participation of libraries in literacy provision. The capacity of the various regions to recruit volunteer tutors also indicates increased awareness in the community.

Some regions also included advertising for literacy programs in their budgets, which previous meagre resources had restricted.

4.5.3 Queensland

One of the key features of the Queensland use of ALAC funds seems to have been a heightened awareness of adult literacy provision. It is believed that this was a major factor in the increase in state provision.

In addition, funds have been made available for the ILY program manager (part-time) who has developed a Strategy for Literacy and developed links with many state, community and private sector organisations.

Apart from this, the increased funding for ALIS will undoubtedly develop a much higher profile for adult literacy in Queensland.

The extensive tutor training programs which have taken place all over Queensland have also contributed to increased awareness. In the same area the Student Conferences (1988 and 1989) and ACAL Conference (1989) have also raised awareness.

It is also hoped that the inclusion of senior officers responsible for adult literacy staff in professional development programs will result in greater understanding by those in administrative positions of the future development of adult literacy programs.

There has been use of radio, television, newspapers, and brochures for advertising. However, most reports from adult literacy providers in Queensland indicate that staff are very reluctant to advertise extensively. Many of them already have long waiting lists and are afraid to provoke a demand they are unable to satisfy.

Four research projects were funded through ALAC in Queensland. These include:

- The Nature of Communication in One Particular Workplace;
- Adult Literacy Students Perception of Literacy and Participation in Literacy Activities;
- Literacy Competence of Young School Leavers; and
- Vocational Literacy Potential of Intellectually Disabled Young School Leavers.

4.5.4 Western Australia

Through the use of ALAC funds an Information Service was established through provision of a 008 intrastate number to supplement the advertising campaign planned for 1988-89. The objective of the Information Centre is to provide information for students, tutors, teachers, counsellors, and to improve networking for those involved in adult literacy. All providers were to be included and asked to supply information. The results are very encouraging with 554 calls logged in in the first year of operation.

At the same time, an advertising campaign, including press and television advertisements, quality brochures, posters and a video, was planned to increase public awareness of adult literacy issues.

4.5.5 South Australia

Increased awareness in South Australia has resulted from two activities:

- specific publicity and awareness campaigns on a State level; and
- increased activity as a result of funded positions at local levels.

As a result of the above activities the following activities have taken place:

- talks to community groups;
- displays;
- television appearances;
- radio talk-back;
- newspaper articles;
- newsletter articles including schools and council newsletters;
- distribution of fliers; and
- letters and notices to churches, social workers and Red Cross volunteers.

As a result of increased activity by literacy providers in at least one area (South East), there has been a significant increase in the number of students participating in existing programs.

Overall, ALAC funds in South Australia have contributed significantly to an increased awareness both within the community and also within TAFE colleges.

4.5.6 Tasmania

Both the WPBE program and the Resources Unit at Devonport have led to an increased awareness of adult literacy issues. Students, management and unions are convinced of the value of WPBE. Their positive responses are reflected in "success stories" and positive articles in local and national company publications. The most recent client, Australian Paper and Pulp Mills (APPM) has asked for WPBE classes as part of their award restructuring. In addition, the materials made available by the Resources Unit have also helped to market Adult Literacy in Tasmania.

4.5.7 Australian Capital Territory

The response to the advertising of the New Start Program suggests that the program raised the awareness level in the community. However the purpose of this program was increased provision, and therefore this issue is not relevant.

4.5.8 Northern Territory

There is no evidence that ALAC funds increased awareness of adult literacy issues, other than by increasing provision.

4.5.9 Conclusion

Increased awareness of adult literacy issues will come from many of the initiatives funded by ALAC. These include publicity programs, increased contact with a variety of organisations, specific research projects and increased program delivery. Rarely will it be possible to measure such an intangible as increased awareness, however ultimately increased commitment from governments to adult literacy provision will be the result. For this reason some resources must always be available to promote awareness of adult literacy issues.

Generally only in those states where there was already an institutionalised and available provision, were resources used for specific awareness campaigns. Some areas could not afford to divert funds from program delivery, or could not meet the demand which might arise from extensive publicity.

4.6 Key Issue 6: Use of ALAC funds for new activities which do not replace existing state efforts in that area.

It was a condition of the grant that ALAC funds were not to be used to replace existing state efforts. This section will deal with the overall picture, rather than with each state separately.

In only one area were ALAC funds apparently used to replace existing state funds. This was for **Project Read** in the Northern Territory. As noted before, there is some confusion over which projects in were actually funded by ALAC. From the information available to the Study Team, it seems unlikely that this project was funded by ALAC.

In New South Wales, Victoria and Western Australia the processes by which the projects were identified for funding meant that strict control was kept on this aspect of the programs. In Victoria in particular the overall effect of ALAC has been to attract considerable additional state resources.

Queensland did not always differentiate between the various sources of funding received for adult literacy and ALAC funds were used partly to replace previous Commonwealth funds. However there is no evidence that they were used to replace existing state provision. Additional state resources were also granted as a result of ALAC.

ALAC funds were used for completely new initiatives in Tasmania and the ACT, and to a lesser extent in South Australia.

ALAC funds offered states an opportunity to explore new methods of delivery and to pursue initiatives outside their normal provision.

4.7 Key Issue 7: Evidence of increased co-operation/co-ordination by literacy providers.

Adult literacy provision is characterised by a "diversity of programs and plurality of provisions."[27] In his speech to the Eleventh Annual Conference of the Australian Council for Adult literacy, the author of the National Policy on Languages and Chairman of the Australian Advisory Council for Languages and Multi-Cultural Education, Joseph lo Bianco said "To remain a coherent program and to deliver worthwhile results this 'diversity of programs and plurality of provisions' requires strong co-ordination and generous co-operation."[28] The Study Team has therefore looked for evidence of increased co-operation /co-ordination by literacy providers to indicate the effectiveness of the funds.

As noted earlier, in New South Wales the very organisational arrangements made for the administration of the NPL grants indicate increased co-operation and co-ordination by literacy providers. While this is not entirely new in NSW, (ALIO has a similar Steering Committee) the scope of this co-ordination/co-operation is. This is particularly obvious in the distribution of the second round of funding, which was done on the basis of project merit. There are also many examples of jointly sponsored projects. For the first time in New South Wales a variety of literacy providers across a number of institutions and community organisations have allocated funds to jointly sponsor a range of innovative programs. It is also worth noting that this Committee now distributes the States' Grants funds.

A detailed list is provided at Appendix H.

As with NSW and the ACT, in Victoria a co-operative State Advisory Committee with wide representation was set up to co-ordinate the submission for ALAC funds. Apart from this, groups such as the Royal Melbourne Institute of Technology (RMIT), La Trobe University, SPELD, Yooralla, the Missions to Streets and Lanes and the Fitzroy Learning Network are working with those funded by ALAC.

In addition, duplication of provision has been avoided by continuing consultation among providers and with the Regional Adult Literacy Co-ordinator.

Literacy provision in Queensland appears to be co-operative with paid professional staff providing support, resources and training to community literacy programs. Guidelines for such support are being developed and two TAFE/community partnerships on the Sunshine Coast and the Gold Coast have been established. The role of ALIS in providing a Directory of Services is also relevant here.

There is considerable evidence of co-operation with community Libraries, Neighbourhood Centres and the Queensland Distance Education Centre (QDEC). Further, other providers such as Skillshare, Spastic Centre, Intellectual Disability Support Services and the Endeavour Foundation also work with government sponsored providers. It is hard to say if this co-operation and co-ordination is increased. However, it appears that literacy provision is a mixture of both formal and informal provision with institutionalised professional providers lending support to Non Government Organisations.

With TAFE's assumption in 1988 of a co-ordinating role, adult literacy providers in Western Australia have established a very close relationship. TAFE continues to provide establishment support for new groups who then function independently with funds from a wide variety of sources. In addition, it was noted that the distribution of the Annotated Resource List included Aboriginal Education and AMES. The very nature of the organisation of adult literacy provision in Western Australia means that a strong network exists between all providers and interested groups.

All reports supplied by the South Australian Adult Literacy Field Co-ordinator indicate substantially increased co-operation and co-ordination between providers. In particular, TAFE providers have now established strong links with community providers.

There is only one main provider of adult literacy in Tasmania.

As noted in the introduction, the providers of adult literacy in the ACT are in within TAFE. There is however evidence of increased co-operation and co-ordination between the campuses of the ACT Institute of TAFE.

All the programs in the Northern Territory are discrete, and there does not appear to be any contact between providers.

4.7.1 Summary

In all states where there are multiple providers there is evidence of increased co-operation/co-ordination. Much of this was written into the initial distribution of the funds or a natural extension of existing organisation. However in New South Wales there has been major co-ordination/co-operation for the first time.

4.8 Key Issue 8: New contacts between adult literacy providers and community groups due to ALAC.

The allocation of ALAC funds recognised the importance establishing and maintaining non-institutionalised programs to meet the varying needs of the clients. In several states, notably South Australia, Western Australia and Queensland the distribution of ALAC funds involved community groups. This has been dealt with in other parts of this report. This section will concentrate on contact with groups not directly funded by ALAC and not covered elsewhere.

In New South Wales there were some specific initiatives aimed at establishing contacts between adult literacy providers and community groups. These included the community co-ordinators and several projects involving the health areas. Although there is not a large number of relevant projects, the results have been quite impressive. For example, the co-ordinators employed under Project 16 indicated contact had been made with 44 community organisations. The Adult Literacy Field Officer from Project 16 contacted 21 local organisations and the Aboriginal Community Educator (Project 19) has been responsible for extensive local contacts.

In Victoria there is evidence of g[illegible]ontact with health care agencies, welfare agencies including Refuges, and organisations such as the Hanover Centre for Homeless Adults. While ALAC funding in Tasmania is now extending the concept of WPBE into areas such as Skillshare and sheltered workshops.

4.9 Key Issue 9: Evidence of policy development as a result of ALAC funds.

Given the significance in some states of the injection of ALAC funds into adult literacy provision, it was to be hoped that this might lead to policy development to support subsequent planning.

In New South Wales the Committee set up to distribute the ALAC funds has remained and is now responsible for the States' Grants funds. This is a much more democratic process and has enabled the workers in the field to be a part of the decision making process. It is a direct result of the flexibility inherent in the ALAC guidelines.

However, at the time of writing this report, adult literacy provision in New South Wales is under considerable pressure from the current government. As mentioned before, because of changes in policy, no fee-exempt TAFE courses may be advertised, and all students must apply in writing by early December for places in classes. Since adult literacy classes are fee-exempt, this will obviously reduce the number of enrolments, and hence the provision in that area. Further, applications in writing, effectively preclude literacy students. It is a great pity that with ILY in

1990, the New South Wales Government has taken this step.

It is quite clear from the additional funds which the Victorian State Government has committed to adult literacy and basic education, that there has been a recognition at state level of the significance of the existing efforts in this area. The State Government has accepted the responsibility to support and increase this area with state funds.

A direct outcome of ALAC funds in Queensland has been the development of a strategy for adult literacy for 1990 and beyond. According to the report provided, "this strategy addresses policy development for DEVET in areas such as staffing, beginning teacher training, professional development, development of resources, administrative concerns such as student/teacher ratio and recognition of the role literacy teaching plays in vocational and the ongoing education of adults."* This is a direct result of ALIS and ALAC funds.

Further, policy guidelines have also been developed for TAFE/community partnerships.

A mission statement has been developed and the opportunity for senior officers, experienced adult literacy teachers and new appointees to meet at an induction program allowed them to set goals together and plan a model for the provision of adult literacy.

Increased funding and therefore increased activity in adult literacy in South Australia has led to a co-ordinated, planned approach. One result of this has been that policies in three areas are now being developed:

- a State policy for adult literacy (completed);
- a TAFE policy for country programs; and
- a policy for workplace education.

Additionally, adult literacy workers in South Australia report the development of a more structured adult literacy program with students able to undertake more formal studies.

In Tasmania the expansion of adult basic education into the workplace and the use of paid, as opposed to voluntary, tutors is seen as evidence of policy development. There is also evidence of policy development on adult literacy provision within the companies where Workplace Basic Education classes have been held.

There is no evidence of policy development in either the ACT or the Northern Territory.

4.10 Key Issue 10: Effectiveness in the context of other Commonwealth efforts.

The only evidence in New South Wales of ALAC funds being used in conjunction with other Commonwealth Government programs is in conjunction with AMES and Commonwealth Rehabilitation. However, in Victoria several programs provided the literacy component for SkillShare programs and there was also evidence of students moving from ALAC funded programs to SkillShare programs. Further links have also been established with other Commonwealth agencies such as the Commonwealth Employment Service.

In Queensland, literacy providers work with the Commonwealth Employment Service, Social Security, SkillShare, Rehabilitation, and the State Department of Corrective Services. Western Australia, South Australia and the ACT do not appear to have links with any other Commonwealth programs. Finally, in Tasmania the Workplace Basic Education program has been conducting classes for SkillShare programs in 1989 and Project Read in the Northern Territory also caters for SkillShare students.

Overall therefore ALAC funds have had very little effect in the context of other Commonwealth programs.

4.11 Key Issue 11: Extent to which ALAC funded programs complement each other and other adult literacy programs.

The critical issue in this section is the role of the national projects in supporting and contributing to the overall knowledge and awareness of adult literacy issues. This has already been examined under 2.2.3 in some detail, so it will not be considered again in this section.

However it should be noted that the national level projects will also have the same benefits for adult literacy programs funded by other Commonwealth grants and by State allocations. In addition, specific state research projects carried out under ALAC will also benefit other adult literacy programs.

4.12 Key Issue 12: Appropriateness of state/national funding.

The aim of allocating funds to both state and national level projects was to recognise the national role in developing areas of interest for all adult literacy providers. Projects which were funded nationally were designed to benefit all literacy providers and to recognise the national role in developing policy and establishing a data base of information for decision makers. At the same time, the needs of the individual States were recognised and their capacity to respond to those needs was enhanced.

Long term, the allocation of funds on both national and state levels will add significantly to adult literacy provision.

5 CASE STUDY TASMANIA

5.1 Background to Workplace Basic Education

"The eighties have confronted Australian society with new directions for industry. Intrinsic to these developments is the need to ensure the preparedness not only of management but of all employees for a multi-skilled workforce confident in its ability to assume greater responsibility. Part of the key to this confidence is an ease with basic literacy and numeracy skills. WPBE set out to offer the opportunity for this.

WPBE is an education and skills project, promoting and providing basic education for workers. Its aim is to develop a co-operative strategy for working with trade unionists, employers and educationalists in order to increase educational opportunities through paid educational leave.

WPBE is also a concept - located in a number of different areas. It is an education practice, located on the periphery of adult education. It is a trade union issue, on the fringes of negotiations for improved conditions of employment for workers. It si also a form of investment by employers in the skills of their labour force.

The concept involves education in literacy and basic skills. These are combined in ways that are specific to each course, to each employer and to each group of students. WPBE belongs to an organisation whose aim is to move the concept and the practice away from the periphery and to locate it centrally on the agenda of adult educationists, trade unions and employers. WPBE involves a co-operative strategy of trade unionists, employers and educationalists working together in setting up courses. It is this inter-relating of different areas and of people with different responsibilities that is central to WPBE. It is neither trade union education, nor employer devised training, nor adult education; it is all these and more.

It is an education and skills project; which is funded by the employers; it is generally held in work time on work premises without loss of income; it is organised by WPBE staff who consider themselves primarily teachers/tutors, yet who have responsibility for extensive development work in establishing the courses. It is a project which challenges each participant to contribute and to benefit."[30]

5.2 Provision of Literacy in Tasmania

Adult literacy provision in Tasmania has been provided by volunteer tutors who work one-to-one with individual students. These volunteers are trained and co-ordinated by the Adult Literacy and Basic Education Co-ordinator. From this experience and store of knowledge and good practice came the expertise and impetus for the workplace classes.

5.3 Origins of the Pilot Project

In providing Workplace Basic Education (WPBE) classes, Adult Education, a section of TAFE, perceived an opportunity to combine the Federal Government's stated objectives of involving the private sector's participation in education and training with their objective of bringing education to disadvantaged sections of the community.

It was a timely and well conceived project. Within the context of award restructuring both management and unions perceived the need to have a more educated workforce capable of both understanding the implication of the changes and communicating their needs.

It also recognised the basic entitlement of every individual to have sufficient skills in communication, basic literacy and numeracy to participate fully in this society on a personal as well as an industrial and economic level.

The WPBE project drew on the model and sucesses of WPBE in Victoria and Great Britain.

5.4 Aims as stated in the report

The aims of the pilot project were:

- to develop a workplace basic education philosophy and practice that would be responsive to the changing needs of industry and society;
- to design, and conduct as a pilot project, a literacy and numeracy program which would improve the basic education and morale of working people and so improve the workplace productivity of workers and enable them to participate in reskilling programs;
- to gauge the need for, and marketability of, a WPBE program developed from the pilot to be offered to Tasmanian industry, public and private sectors;
- to encourage industry to assume responsibility for funding basic education programs of direct benefit to it;
- to document and report on the project and develop resource materials for use in future workplace programs.[31]

5.5 Planning

The Project Officer, Roy Pugh, recognised early that careful planning and organisation were essential to the success of the program. The Study team would like to stress that without such an approach the project may well have foundered.

Essential elements of the planning were:

1. Initial Stages;
2. Staffing;
3. Advertising and Publicity;
4. Workplaces;

5. Unions;
6. Planning Groups; and
7. Student Recruitment.

5.5.1 Initial Stages

A management plan covering the following was developed:

- participation;
- budget;
- advertising and publicity;
- method of approach to companies, unions, workers;
- recruitment of staff and training;
- recruitment of participants;
- scheduling of classes;
- documentation of the project; and
- production and acquisition of resources.

5.5.2 Project Staff

A Project Co-ordinator and three part-time staff were appointed in July 1988. A description of their duties can be found in the report *Workplace Basic Education - a Pilot Project*. In addition, Roy Pugh, who had initiated the project, remained as Project Officer. This and other contributions to the project by TAFE have been noted elsewhere in this report.

The allocation of staff and resources to the planning stage, the Study Team believes, was critical to the success of the project. It enabled a well-organised professional approach which carried an implicit and explicit message of professionalism to all the stakeholders in this project.

5.5.3 Advertising and Publicity

After trialling, preliminary packages of information materials were produced in October 1988. In keeping with the image WPBE wished to project, these were glossy and high quality and outlined the benefits and the processes of the project. Sufficient numbers of these were produced for distribution to potential clients and for promotions.

A handout was produced after 3 months containing feedback on the classes from management, unions and class participants.

An interim report was prepared for distribution to stakeholders. Again, the evidence of professionalism is integral to the success of the project.

5.5.4 Workplaces

Project staff approached four potential companies in Hobart:

- Department of Main Roads;
- Electrolytic Zinc Company of Australia (EZ now renamed Pasminco EZ Co);
- Royal Hobart Hospital (RHH); and
- Sheridan Textiles.

The Project Co-ordinator had a wide range of contacts in Hobart and wherever possible management personnel who were known were approached. Of the four companies, all except Sheridan were interested.

Two initial courses in each workplace were offered free of charge; subsequent courses were offered on a fee-for-service basis.

Companies agreed to the few basic principles that WPBE considered essential to the success of the project. These were:

- the holding of classes during work time without financial penalty;
- the establishment of planning groups with full student representative participation;
- the basing of curriculum on student needs; and
- voluntary participation.

This last principle was extremely important. Staff felt it was critical that there be no concept of diagnosis and remediation and management were not to select staff or refuse staff for places in the class. In one workplace following the pilot project, over twice as many potential students nominated for the course. Participants were selected by drawing names from a hat. Staff resisted management suggestions that the most needy be nominated. The reasons for this was the voluntary nature of the classes and the question of ownership of the learning. If participants felt that management could direct the learning then the underlying principles of non-threatening, student-centred learning were jeopardised. The value of this was shown in the one instance where a supervisor organised classes and no one turned up. The WPBE classes have been a training exercise for management and unions as well.

5.5.5 Unions

Relevant unions at each of the three workplaces were asked to nominate a representative for the Planning Group.

There were several reasons for seeking union support:

- such support gave WPBE a validity and balanced management participation;

- in the context of award restructuring, union participation was critical; and
- union opposition or apathy could have prejudiced the program.

Union representatives were briefed on the program and their support was sought on negotiating principles. The final report on the project pilot states:

"Their co-operation, ongoing participation through planning group meetings, negotiations on worker opportunities, advertising to potential students and wider union education have been significant. Union representatives are now in a strong position to promote the program's entry into new work places."[32]

The Study team was unable to speak to union representatives on their visit to Hobart, however from discussions with WPBE, it seems that unions probably benefited too. In one class two members of the group subsequently became union representatives, partly through increased confidence and communication skills, and partly through contact with a union representative in the group.

5.5.6 Planning Groups

Planning Groups are a vital part of the whole process of organising, co-ordinating and monitoring. They consisted of:

- Company representatives;
- union representatives;
- project staff; and, when identified,
- student representatives.

Before the courses the planning groups' briefs were to:

- discuss educational needs, objectives and expected outcomes;
- ensure that course objectives, programs and practices were relevant to workplace needs;
- explore ways of advertising the courses and recruiting students;
- monitor and evaluate surveys; and
- set course priorities, decide venues and times of classes.

During the courses the planning groups continued to meet to:

- foster workplace communication about the courses;
- ensure smooth operation of courses;
- receive regular reports from tutors about class progress; and
- evaluate class outcomes.

The value of the Planning Group lay in the equal representation this gave to each of the clients, management, unions and students. It enabled management and unions to receive immediate reports from students without being seen to be interfering in the course. At the same time it demonstrated to the workers the genuine interest management had in their continuing development and helped reduce cynicism about their motives. For WPBE staff it was necessary for planning and evaluating the project as part of a joint effort, rather than from their own perspective.

5.5.7 Student Recruitment

Student recruitment, as project staff recognised, had to be handled with care. Project staff insisted that workers not be told that their introductory meetings were to talk about literacy and numeracy classes.

Workers were invited to lunchtime shop floor meetings with project staff using union stewards and the company's training staff. Care was taken to avoid embarrassment of potential students.

Students with a low level of skills were targeted, though no student was refused a place because his/her skills were too high.

5.6 The Pilot Project

Six courses of 15 weeks were conducted, two in each workplace during the pilot project. Classes covered work by two methods:

- basic material in literacy, mathematics, communication and life skills;
- areas nominated by students.

Work related topics included:

- superannuation schemes;
- filling in forms;
- meeting procedures;
- job applications;
- newspaper advertisements for employment vacancies.

Other topics included:

- telephone directory and the yellow pages;
- medicine labels.

In literacy and communication skills students requested help in areas such as:

- punctuation;
- spelling;
- letter writing.

Mathematics classes included:

- metrics;
- addition, subtraction, division, multiplication;
- percentages;
- volumes;
- averages (cricket scores).

Employer interest was high, supportive, but never intrusive. Tutors were offered access to company publications and management supported and encouraged the end of course celebrations.

Accommodation, notebooks and pencils were provided by the employers.

5.7 Outcomes

5.7.1 Students

The student outcomes for the pilot project are recorded at length in the Final Report. A sample only has been included here. Questions used to elicit responses are also included.

All comments are quoted verbatim.

(a) What were your reasons for joining the course?

"It gave me the opportunity to be able to improve my ability to read and write and spell."

"I wanted more general knowledge about letter writing and spelling of words. I also wanted a bit more confidence in myself to speak in front of people."

"I needed to learn more on English literature, the meaning of words etc plus filling out forms, spelling and so forth."

(b) What do you feel you have learnt on the course?

"Proper speaking and writing."

"Confidence; this was very much part of the classes we had during the 15 weeks. I was surprised that when it came to speak in front of my work mates in the first week or two that I felt embarrassed... Understanding instructions - I was taught and told to read through all instructions carefully."

(c) What did you feel you could do after the course that you couldn't do before?

"I have total confidence in my letter writing now, and I didn't before I started the course."

"I have learnt all about the legal aid system. I know now what wrights and eligability's I have with the system. All so I have be shown how to read construction plan's and the meaning of the abbreviation's."[13]

5.8 Employers

Employers' comments were also very interesting. It was quite clear from the discussions a Study Team member had with management representatives from two of the companies that there was a genuine belief that developing employees' skills, including their ability to think critically, for personal gain, rather than directly work related gains, was a valid activity. They were of course mindful of the benefits of a better educated workforce, particularly in the light of award restructuring.

"*Site Foreman's report on Workplace Education Course, Southern Outlet Worksite Sept - Dec 1988* - "I believe the courses were an outstanding success. All students were enthusiastic and eager to learn. There was a high level of commitment to class and to one another. Comments from students during classes - "I've gained so much confidence with maths." "A great chance to catch up on what I've forgotten." "I can work out most sums now." All students gained from the course in some way. During the courses they became more confident in the workplace, two of the group being evaluated to leading hand status."[34]

5.9 Conclusions

The outcomes summarised in the Final Report of the Pilot Project are as follows. The Study Team endorses them.

"In summary, the results of the pilot project were:

for workers -

- increased skills, confidence and morale for student-workers, some of whom are now planning to enrol in Adult Education courses or do some other form of further education;
- promotion of an atmosphere where adult learning is seen as part of the workday;
- increased industrial awareness of problems caused by workers' lack of basic education.

for the workplace -

- improved worker-management communication and relations;
- improved management-union relations;
- enhanced attitudes of workers towards expectations of management.

for WPBE -

- increased industrial awareness of WPBE's potential to alleviate these difficulties;
- increased knowledge for WPBE workers about basic education difficulties in the workplace, and gaining of experience to be used in future programs;
- experience in tutors' understanding of workplace logistics, especially recruiting, negotiation with all aspects of management;
- development of a guide for workplace tutors and co-ordinators, promotional package and evaluative reports;
- established need for and welcome of WPBE programs;
- the engagement of WPBE by the three companies involved in the project for extension of continuing programs in 1989."[35]

It is worth noting that most of the students in WPBE have been those whose first language is English.

5.10 1989

The successful completion of the pilot project at the end of 1988 meant that management at each of the workplaces would now assume financial responsibility for subsequent programs.

In 1989, with the prospect of existing classes being funded on a fee-for-service basis, project staff decided to pursue further classes in other workplaces. To do this, it was decided that the co-ordinator's position should be made full time, and the remaining monies should be spent on resources. All expenses of the workplace classes, including additional part-time co-ordination time for each of the workplaces, was to be borne by the employers. The extension of the program and a comparison with 1988 is indicated in the table below.

STATISTICS SHOWING THE COMPARISON BETWEEN THE 1988 PILOT PROJECT (JULY TO CHRISTMAS 1988) AND THE PROGRAM IN 1989.

	Men	**Women**	**Courses**
1988 Pilot Project, Hobart			
Dept Main Roads	12	-	2
Electrolytic Zinc Co	5	-	2
Royal Hobart Hospital	9	(sex not known)	2
	xx	xx	6
January to October 1989			
Cascade Brewery, Hobart	16	-	2
Dept Main Roads, Hobart	16	-	2
Pasminco (EZ Co), Hobart	46	-	8
Royal Hobart Hospital, Hobart	2	14	2
Skillshare, Glenorchy	-	9	1
Skillshare, Launceston	5	4	1
Temco, Bell Bay	45	1	6
AN Tasrail, Launceston	16	(sex not known)	2
Selfhelp Sheltered Workshop	3	2	1
	xxx	xxx	25 [36]

Footnote

It is not usual in a report of this nature to deal with personal issues. However, the Study Team would like to acknowledge the considerable contribution of the Project Co-ordinator, Elizabeth Compton. Elizabeth died in November, before the visit of the Team member to Hobart. The professional and personal loss was keenly felt by WPBE staff, company management and students alike. It was quite obvious a large measure of the success of the program was due to her enthusiasm, ability and outstanding personal qualities.

6 CASE STUDY: WOMEN WORK AND LITERACY RESOURCE KIT

6.1 Introduction

The *Women and Work Literacy Resource Kit* was chosen as the second case study for the following reasons:

- as a resource kit it is enduring and this application of ALAC funds will still be available to adult literacy providers for as long as its content is appropriate;
- it is designed to reach a wide group of students in a variety of courses from across all the areas traditionally served by adult literacy providers (eg, ESL, RAWFA, NOW, AMES, Prisons, TAFE);
- it is intended to assist women to re-enter the workforce; and
- it is designed to increase all those skills targeted by ALAC funds.

6.2 Rationale

The following is based on the author's rationale for the project as outlined in several letters and articles.

6.2.1 Objectives

Women who are planning to re-enter the workforce need:

- information about work and the workplace;
- knowledge of how to access information systems and mechanisms for:
    - applying for jobs, including written applications;
    - presentation skills for interviews;
    - critical consciousness raising about women's socio-economic and socio-political status in our society.

6.2.2 Philosophy

The underlying assumption is Freireian, that is, the notion of education as critical reflection and action. The kit aims to enlighten, raise issues, challenge assumptions and above all, to encourage the capacity to think critically. This last aspect of this project is very interesting as it clearly echoes the remarks made by management in two of Tasmania's WPBE.

6.2.3 Methodology

Learning/knowledge is active, not passive and the emphasis in the kit is on shared, co-operative group strategies.

6.2.4 Target Group

The target group chosen was women because much of the teaching material, particularly on employment, is written from a male point of view. In particular the author wanted to use materials which "reflect the commonality and universality of women irrespective of class, creed etc". This is not to say it is exclusive, rather that it presents another point of view and as such, males in classes can experience this.

6.2.5 Production

The Project Officer and author decided to opt for a high quality production. They felt that apart from this being more attractive, a "properly published" kit on women at work gave the message additional prestige and validity that photocopied materials do not have.

6.3 Use of Kit

The materials derived from resources Barbara Bee had used in a series of workshops and small group sessions with women. They focused on issues which affect women and their ability to work. The resource kit is not intended to be used as a text book, which teachers open and work though from beginning to end. Rather it is a resource to stimulate discussion, reading and writing skills, as well as raising awareness. The kit is designed to move from a general discussion of work and related issues to specific job skills such as resume writing.

Copies of the kit have been produced and distributed widely. It is currently being used in Malawa Prison with between 6 and 10 inmates and in the Norma Parker (minimum security) life skills programs conducted by the Department of Corrective Services. A TAFE class at Redfern (RAWFA) is using it for the Aboriginal women in the program who are specifically attending class to gain admission to a Childcare course. It is also being used at Windsor by volunteer tutors (Hawkesbury Literacy Tutors) and AMES at Caltex House in Reading and Writing classes. The Distance Education ABE program has a copy and ITATE has also requested a copy, presumably for use in the post-graduate diploma in Adult Literacy.

Finally, a copy of the Kit has been sent to South Auckland in New Zealand for an adult literacy scheme based in the community.

6.4 Evaluation from Teachers Using the Kit

From the teacher of RAWFA class in Mt Druitt, using the kit as a resource:

"Received very favourable comments from students at all levels - great for discussion and overall involvement for all students. Great for beginning students - especially NESB - I have two women who started recently, they are relating to the articles/topics very well."

From the same teacher in terms of the actual production

"The layout is excellent - easy to photocopy individual pages - clearly set out and spaced. A good resource for all students. My two male students have used it in the group and enjoyed it."[37]

Another teacher of a group of Aboriginal women who are undertaking a bridging course to enter childcare courses responding to a question on educational gains:

"Students are more confident in front of the group in role play and activities. They are now familiar with personal qualities and behaviours that lead to success in further study and/or workplace."

Her comment on the production of the resource kit:

"Excellent presentation and graphics; very easy to use. A good comprehensive resource which brings together many things which I had previously hunted down from many sources and had to adapt for adult/female/Aboriginal/NESB students."[38]

6.5 Site Visit by Study Team

One member of the Study Team was able to visit a RAWFA class at Mt Druitt using the Kit.

There were five students in the class, four of them women, three of whom were NESB, one native speaker and a 17 year old male student. The class had been in progress for some half an hour or so at the time of the visit. This particular group had only just begun to use the Kit and were discussing the concept of work, learning and play. The teacher used the Kit to stimulate discussion and explore and expand vocabulary, both written and spoken. The group progressed from relatively simple words such as fun (for play) to frustrating (for golf), stimulating and time consuming. As one student said at this point, with some pride "There we go, getting into big words".

The words were listed on the board and the more advanced of the group assiduously copied down words which they could use in speech but had difficulty spelling. The reading and writing ability of the class varied greatly. Two of the women spoke Arabic and used Arabic script and were obviously less comfortable than the third NESB woman. She was enrolled in the RAWFA class (it was only her second lesson) because she had married in her teens, been married for 20 years and was now divorced. She needed to improve her skills to get a job. She was also doing a word processing course. This student had never worked before.

All the women in the group related well to the issues raised by the Resource Kit. They understood the views and found them fairly easy to talk about. They clearly loved their class.

The reaction of the only male member of the group was also interesting. While he did not relate to the issues as easily as the women, they gently used it as a consciousness raising exercise to make him aware of the role his mother played within the family.

Having spent some time discussing the issues, exploring the vocabulary and reading aloud, the group also compiled some of the writing exercises. The transitions were easy because of the structure of the Kit and the group, at least for this observer, found the experiences non-threatening and rewarding.

The particular section of the Kit being used also contained a poem *Work? No Thanks* by James Spike. The teacher suggested that the students might like to write a poem. One student responded quickly with "I don't want to write a poem. I don't know how to."

Nevertheless all of them made some attempt. One of these written by a student using the resource kit in another class has been reproduced below.

Hungry to Learn

The whole world is one big school
The black board is the mind,
we never cease to gain wisdom,
until the day we die.

We do learn something every day
From a teacher or old friend
To open the paths to knowledge,
and to improve ourselves.

All have ideas to teach each other,
from anecdots to recipes,
wiling to respect and listen,
and never say "I know all this".

And we should feel privileged
to have such treasure,
tucked away in to are minds,
because, plenty space for more
enlightnig, we only use one
tenth of are brains.

So, we must keep up the
skill of leanig,
absorb what we can,
for, in life we begin as studets,
and remain students,
right to the end.

by Amy Eliadis

6.6 Conclusion

The resource kit, *Women and Work* has been available for three months. It is being used by groups as diverse as TAFE, Corrective Services and Volunteer Tutors. The students range from native speakers, NESB students, to Aboriginal women and women inmates in prisons. Both men and women are using it and the response to its role as a consciousness raiser has been very positive to date. Teachers find it practical, alternative and easy to use.

7 A SPECIAL PROJECT

Adult Literacy Through Videos

Adult Literacy Through Videos is the major project undertaken in New South wales. The objective is to provide a series of learning resource videos (8) for adults either unable or unwilling to attend existing adult literacy provision. The videos are due to be launched at the end of January 1990.

This is an ambitious and entirely innovative approach to adult literacy provision. Each video is self-contained yet the stories inter-twine by the appearance of some of the characters in more than one story. Each video has a drama, a soap opera really, and has three separate elements:

- issues such as disclosure of illiteracy or lack of self-confidence which are integral to the story;
- short-term and long-term strategies for coping, eg, contextual clues;
- interview with a literacy student who tells his/her story.

The videos are designed to assist those with literacy problems and also to raise awareness of adult literacy issues within the community. All actors used are professional and the project manager's aim was to produce a fully professional set of videos. A Resource Book will also be available when a publisher is found.

Apart from the videos themselves, which have been filmed and are in the final stages, one of the most notable aspects of this project is the additional support which the Project Manager has secured from the following agencies:

- Distribution through the home video market has been arranged through corporate sponsorships. KGC Magnetic Tapes have offered to duplicate and package and package tapes at approximately one third of the commercial rate. The National Consultative Council for ILY has agreed to fund the residual duplication costs ($75,000). The Video Industries Distribution Association (VIDA) has agreed to distribute one set of eight videos to every home video outlet nationally.
- Telecom has provided the installation and rental of a toll-free line for video users seeking further information. The message at the end of each video will invite viewers to use the Toll Free number to contact the National Referral Centre at ALIO who will provide callers with information about their nearest sources of literacy programs.
- An advertising agency has offered to assist in the promotion of the videos by designing and managing the advertising campaign.

The videos are an ambitious and innovative program with the potential to reach one million viewers. It is noteworthy because of the amount of time and effort donated by the Project Manager and the Steering Committee and the commitment of resources by the private sector.

An evaluation of the project has been developed and will be carried out when the project is complete.

8 CONCLUSIONS

Findings Relating to Key Issues

ALAC funds in each State and Territory were successful in meeting the objectives of the grant, that is, they led to the development of skills in:

- communication, literacy, numeracy;
- greater and enriched participation in society; and
- economic participation in society through the following:
  - expanded provision;
  - appropriate research;
  - the development and acquisition of course material and equipment;
  - curriculum development; and
  - staff development.

Groups to benefit were those for whom TAFE provision was either unavailable or unacceptable, and many programs were innovative, flexible and client-specific.

In two states, Victoria and Queensland, ALAC funds were a major factor in a decision to increase state funding for adult literacy and basic education. The results in Victoria were particularly outstanding. In this state, Commonwealth funding resulted in an increase in state funding by $2.5M in 1988 and again by $3.4M in 1989. In Queensland, during the period of ALAC funding, 8 additional teaching positions were established. There is little evidence elsewhere of the seeding nature of the funds. However, most states contributed either directly or indirectly to ALAC funded programs. In addition, the increased focus as a result of ALAC funds has helped some states to develop a stronger, better funded program for adult basic education and literacy.

ALAC funds have resulted in increased awareness of adult literacy issues, either through research, publicity campaigns, or through a higher profile in the community as a result of increased provision.

ALAC activities did not replace existing state activities, with the possible exception of one individual project in the Northern Territory. However, in Queensland ALAC funds were used to replace previous Commonwealth funds.

There was increased cooperation between literacy providers in all areas except perhaps the Northern Territory where the three main providers are very discrete. In addition, in all areas, except the Australian Capital Territory where there was one single program, new contacts were made between adult literacy providers and community groups due to ALAC.

In Victoria, Queensland and South Australia there is evidence of policy development as a result of ALAC funds.

Many of the programs were pilot programs, particularly in New South Wales and Tasmania. They have been particularly successful in suggesting new approaches to adult literacy provision. It is to be hoped that the most successful of these will receive ongoing funding, either State or Commonwealth.

Increased emphasis on vocational literacy programs should not overwhelm the need to be concerned with social justice and equity in community based programs. It is particularly pleasing therefore to see the development for the first time of community programs in South Australia and the co-operation with community groups in other states. in this context, ALAC funds have also been used to address issues of access and equity by the inclusion in programs of very disadvantaged groups, eg, the isolated, shiftworkers, intellectually and physically disabled.

On a very specific level, in ALAC funded programs, there was evidence of students owning their own learning, and that learning is student-centred and needs based. Further, there is evidence of the way adults learn being taken into account. Many providers believe that the use of resources such as computers and desktop publishing by students results in significantly increased skills. However it should be noted that it was easier for States with more established and relatively substantial adult literacy provision to buy computers. The inadequate resourcing of much adult literacy provision should not be forgotten.

Of the resources sighted, the trend is towards glossy, fully professional productions. The message therefore is of a fully professional provision - moving away from the previous "welfare-volunteer" orientation.

ALAC funds at a national level were to generate a "much more accurate and richer knowledge" of the adult literacy issue and the collection of both quantitative and qualitative information. This allocation has resulted in the first major research projects at a national level. Therefore the decision to fund projects of national significance is particularly important. As a result of this Commonwealth initiative, a foundation of national research has been established with significance for all literacy providers. This database has long term importance for decision makers at national, state and regional levels.

The National Level projects have contributed to the development of a national data base thereby enabling adult literacy professionals to plan strategically. They have also raised the profile of adult literacy provision within the community and contributed to the development of a more professional provision.

Those projects which concentrated on providing resources, curriculum and staff development will have long-term benefits.

The individual State responses to ALAC funding were very much a result of each State's history of adult literacy provisions.

Each state looked at what was required to improve adult literacy provisions within that state and used ALAC funds to improve that delivery.

In several states ALAC funds supported other Commonwealth efforts such as Skillshare, Commonwealth Rehabilitation and the Adult Migrant Education Program.

Discussion of Findings

Despite the effectiveness of ALAC funding and its contribution to increased provision and resources for adult literacy, there is considerable evidence of unmet demand. This will be further affected by government policy in other areas. Further, even with an adult literacy rate of between 10% and 25%, conservative estimates indicate there are only 28,000 adults in literacy programs throughout the country. Clearly the existing provision is inadequate. The application of the Adult Migrant Education Program Plan means that unless there is an appropriate response, there will be an increasing number of people from an NESB who will not fit into existing programs. Another exacerbation will derive from the general trends in award restructuring and multiskilling and the need for higher levels of skills and literacy will affect many workers. Again the displacement of those from an NESB means that adult literacy programs will be the only avenue for further education for such groups. The pressure on existing adult literacy provision can only increase.

Literacy is an integral part of our social, economic and political life - as such there must be strong commitment at state and national level to adequate levels of ongoing funding to meet the needs of those whose existing skills are insufficient to function effectively in our society. Governments, State and Federal, must accept that adult illiteracy is a fact of life and that not all education occurs in the first 10 years of life - education is ongoing and life long and provision must be made for this. Illiteracy is a long-term ongoing problem and lasting benefits and change cannot be made in 2 years.

Literacy providers at the local, regional and state level recognise the need for accountability. However given the considerable demands on their time and resources, their first priority has largely been to meet the needs of their students. This dilemma will continue as long as there is considerable unmet demand and few resources. Despite this, evaluations were available for most completed programs. However they varied in content and methods of assessment. Acceptable performance indicators should be developed by literacy providers at a national level.

The ad hoc and unstable nature of much adult literacy provision mitigates against planned strategic development. While there is a place for volunteers in the provision of adult literacy, given the current user pays climate in education, it seems morally and strategically unstable to rely too heavily on such provision. Those States which do rely on volunteer tutors should be moving towards establishing a sound base of full-time and long-term paid professionals. There is also evidence of enormous amounts of additional time and unpaid effort by many providers. Many of the providers in the field, including those who have given generously of their time and efforts, are on short-term contracts. There must be the development of a full-time, skilled professional workforce, underpinned with ongoing funding.

9 RECOMMENDATIONS

With ILY in 1990 and the increased awareness as a result of this then there should be an increased commitment to long-term planning by Commonwealth Government.

Therefore, it is recommended that:

- additional funds be provided by the Commonwealth Government for States' use for adult literacy provision;
- the Commonwealth should explore the possibilities of ensuring that, where Commonwealth funds are used for program delivery, that an appropriate commitment be made by States to the continuation of these classes;
- Commonwealth funds should not be used exclusively for program delivery;
- where Commonwealth funds are used for program delivery that the provision of some innovative programs should be a priority;
- the Commonwealth should continue to fund professional development and resources in keeping with the Commonwealth's interests across the board in schools and TAFEs;
- an evaluation of future projects should be a condition of the grant and that a proforma and performance indicators be developed nationally by literacy providers. That the proforma should be simple and easy to fill in and preferably non-bureaucratic;
- a National Register of Resources produced as a result of ALAC funds be prepared and circulated and that the cost of providing extra copies be accepted by the Commonwealth;
- the Commonwealth, in its national role, continue to fund research and resource projects which will benefit all States;
- the cost effectiveness, in some states, of training volunteer tutors and paying co-ordination time for tutors advisers be examined.

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PROJECT BRIEF

APPENDIX A

EVALUATION OF THE ADULT LITERACY ACTION CAMPAIGN (ALAC)

Background to the Evaluation

- ALAC was introduced in 1988 as part of the National Policy on Languages(NPL). Implementation of the NPL is overseen by the Australian Advisory Council on Languages and Multicultural Education (AACLAME). The aim of ALAC is to improve levels of adult literacy in English in Australia.

- ALAC had an intended life of two years. As with all non-legislated National Policy on Languages programs it has provided Commonwealth 'seeding' funds to stimulate activity in adult literacy provision in other agencies. Commonwealth funding for ALAC ended on June 30 1989. However, expenditure of these funds can continue until June 30 1990.

- As ALAC has entered the second half of its effective life it is now appropriate to consider an evaluation of the program. Furthermore, the Minister for Employment, Education and Training wrote to the Chairman of the National Consultative Council (NCC) for International Literacy Year (ILY) on 4 May to ask if the NCC would consider providing ILY funds to undertake an evaluation of ALAC.

- The Government in recent policy statements has confirmed its commitment to adult literacy provision to assist educationally disadvantaged groups particularly in the context of award restructuring and industry training. Extracts from recent policy documents are at Attachment A.

- The NCC of ILY has now agreed to commission an evaluation of ALAC. This is to be carried out in two stages.

  Stage one is to be an interim evaluation. This will be carried out over a 3 month period from September to November 1989, ~~while~~ ALAC is in progress. It should establish a model for evaluating adult literacy provision.

  It is envisaged that stage 2 will be a comprehensive evaluation to take place after June 1990 when funding for the program has been expended and ALAC funded projects have been completed.

The present project is for stage 1 of the evaluation. An amount of $30,000 is available for the project.

TERMS OF REFERENCE

1. Purpose:

ALAC will be subject to an interim evaluation to determine whether it is achieving what it was set up to achieve, namely the development of:

a) skills in communication, literacy and numeracy;

b) skills to facilitate greater and enriched participation in society; and

c) skills needed for economic participation in society, through expanded provision, appropriate research, curriculum and staff development activities.

The evaluation will lead to:

- An assessment of ALAC's contribution to government and community awareness of adult literacy issues including those associated with vocational training
- an assessment of the effectiveness of the program in the context of other Commonwealth efforts in the area of adult literacy and the National Policy on Languages
- an assessment of growth in adult literacy provision stimulated by the seeding nature of the program;
- an examination of the extent to which ALAC funded projects complement each other and other adult literacy programs;
- and, in the broader context, a preliminary indication of its contribution to the promotion of equity and social justice.

Government guidelines on program evaluation are at Attachment B.

2. Scope:

The evaluation will examine the effectiveness of the two elements of ALAC:

- the national level element which consists of research and investigation projects - $0.25m;
- the state and territory level element which consists of new activities with an emphasis on expanded provision for students not enrolled in and without easy access to mainstream TAFE, in the overall context of Commonwealth provision for literacy including labour market programs - $1.71m.

3. Time Frame:

A period of 3 months is proposed, with the evaluation to commence in September and be completed by the end of November 1989.

4. Tasks:

a) Literature Review - to include relevant documents including those produced in association with the introduction of the National Policy on Languages; government policy statements; state evaluations of ALAC; the literacy component of labour market programs; AACLAME's Occasional Paper Number 3.

b) Data collection to include:

- measures of ALAC's contribution to attainment of skills in communication, literacy and numeracy; skills to facilitate greater and enriched participation in society generally, and for the labour force in particular;
- ALAC funds' contribution to expanded provision of learning opportunities (particularly for students who would not have otherwise enrolled in TAFE); development and acquisition of course material and equipment; curriculum development; staff development;
- use of ALAC funds for new activities which do not replace existing state efforts in the area;
- new contacts between adult literacy providers and community groups due to ALAC.

c) Studies of 2 illuminative cases from ALAC funded projects.

d) Consultation - this should include:

- National Consultative Council for International Literacy Year;
- Australian Advisory Council on Languages and Multicultural Education;
- DEET's TAFE & Skills Formation Division;
- Employment and Skills Formation Council of the National Board of Employment, Education and Training ;
- Australian Council for Adult Literacy;
- Australian Council of Trade Unions;
- TAFE Teachers Association;

- Australian Conference of TAFE Directors;
- State Adult Literacy Co-ordinators;
- Co-ordinators of ALAC National Level Projects.

e) Analysis - this should include an assessment of the impact of ALAC on existing structural arrangements for the provision of adult literacy.

The outcome of the evaluation will be fed into the more broad ranging strategic review of Commonwealth and State expenditure on adult literacy which is to be conducted through the Implementation Working Group for ILY.

5. Steering Committee:

A steering committee for the evaluation will be drawn from ILY's National Consultative Committee, AACLAME's Adult Literacy Sub-Committee, and DEET's TAFE and Skills Formation Division.

6. Administrative Arrangements and Support:

DEET's International Literacy Year Secretariat will arrange:

- steering committee meetings
- production and dissemination of the final report.

Relevant documents and information can be made available on request.

7. Eligibility:

Applicants must have proven evaluation skills and be able to demonstrate an understanding of the nature of adult literacy provision.

Applications may be from institiutions or individuals. Joint applications are welcome.

Preference will be given to those institutions or individuals who were not recipients of ALAC funding.

8. Information:

Further information can be obtained by telephoning the ILY Secretariat on (062) 83 7893 or by writing to the address below.

9. Applications:

Applications following the requirements as described in this brief should be sent to:

The Executive Director
International Literacy Year Secretariat
Department of Employment Education and Training
GPO Box 9880, Canberra, ACT 2601

All applications will be acknowledged and applicants will be notified about the result of their application as soon as possible after the closing date.

4/8

10. CLOSING DATE FOR APPLICATIONS IS FRIDAY ....1989.

APPENDIX B

NEW SOUTH WALES PROJECTS

1 Literacy campaign through videos.

2 Community service announcement: Regional television stations.

3 Practical maths for women.

4 Community survival skills for Aborigines.

5 Pre-trade training in metrics for adults.

6 Research into literacy for dysphasic adults.

7 Literacy towards 2000.

8 Compic communication course.

9 Literacy and numeracy skills programme for parents.

10 Literacy skills for new parents.

11 Helping your child with his/her homework in Maths/English.

12 Read with skills.

13 Helping your child to do better at school.

14 Volunteer tutor training through distance education.

15 Volunteer tutoring programme.

16 Appointment of Special Programs Officers.

17 Research into the literacy needs of the Illawarra and South East Region.

18 Literacy for the outback.

19 Employment of a full time Aboriginal Community Educator.

20 Work seeking for the young.

21 Women, literacy and employment.

22 Women, literacy and the community.

23 Literacy standards rise?

NEW SOUTH WALES PROJECTS cont'd

24 Symbol signs project.

25 Literacy in Taree.

26 Literacy in Hastings.

27 The learning experience: Perspectives of former participants in two adult literacy programs.

28 A word from the Riverina: An ethnographic study of the resistance to adult literacy education in the Riverina.

29 Student conference: The way ahead.

30 Literacy: The community's business.

31 Pilot action research project on adult literacy.

32 The Rivlit Roadshow: Mobile resources.

33 Hunter adult literacy survey.

34 Hunter Adult Literacy Development Officer.

35 Rural literacy materials.

36 Music materials for Reading and Writing for Adults (RAWFA) course.

37 Literacy package for women.

38 Health information for women.

39 Women and work literacy resources.

40 Computers as an aid for basic education.

41 Manus prison education centre.

42 Aboriginal reading resources.

43 Aboriginal resource materials.

44 Video trigger tapes and posters/photographs.

45 Application of genre theory to ABE.

46 Literacy tutors/teachers conference.

47 Professional development kits for tutors/teachers.

NEW SOUTH WALES PROJECTS cont'd

48 Literacy provision for female ex-offenders.

49 Language support for the work training scheme.

50 STILE (Sydney Technical College Intensive Literacy Education).

51 Compic communications course.

52 Technological access to literacy for adults with severe physical disabilities.

53 Literacy access for severely disabled adults.

5 Off-campus assisted reading and writing for disabled students.

55 Trialing of classes for adults with acquired dysphasia.

56 Reading and writing in the workplace for people born deaf.

57 Together we learn: A two day student conference.

58 Work-based outreach programme.

59 Workplace basic education for NSW.

60 'Catch up' literacy for prospective traineeship students.

61 Work seeking for young arabic speaking males.

62 Work seeking literacy for turkish speakers.

63 Employment related literacy for long term unemployed non English speaking students.

64 Women, literacy and employment.

65 Literacy/numeracy for Aboriginal adults.

66 Telopea Reading and Writing Programme.

67 Literacy in the workplace, West Ryde/Rydalmere.

68 North Ryde Community Aid Centre literacy programme.

69 The Waterloo Literacy Project.

70 The Marrickville Literacy Project.

71 Literacy for housebound women.

NEW SOUTH WALES PROJECTS cont'd

72 Community literacy at Woy Woy.

73 Report writing for Aborigines.

74 English in Lightning Ridge.

75 Maths for parents.

76 Improve your English.

77 Employment of a full time Aboriginal Community Educator.

78 Workplace literacy programme at Lithgow.

79 A backdoor approach to literacy and numeracy for youth through computer access.

80 Literacy for the outback.

81 Adult Literacy programmes in Parramatta.

82 Literacy resources in Gloucester.

83 Literacy - volunteer tutor network.

84 Literacy and community service agencies.

85 Survey of the literacy needs of prisoners.

86 Research project: A survey of the numeracy needs of adults and their attitudes to seeking help.

87 Community maths anxiety programmes.

88 Outpost education - ABE Moss Vale.

89 Development and distribution of International Literacy Day materials.

90 Full time Co-ordinator for NPL 1989.

91 Resource kit for students in gaol.

92 Themes in numeracy teaching.

93 ABE student assessment resources package.

94 Production of a booklet - North Western plants and their use by Kamilario Aboriginal people.

NEW SOUTH WALES PROJECTS cont'd

95 Distance learning: Pre-course literacy package for "It's over to you".

96 Computers for basic literacy/numeracy students.

97 Maximising the use of Apple IIE computer programmes in basic education by writing instructions in simplified form.

98 Computer resources for regional officers serving Orana.

99 Literacy resource centre.

100 Plain english campaign.

101 Literacy teachers development package (Corrective Services).

102 Development of self-paced training package in ABE.

103 Numeracy staff development package.

104 The practicum as a tool in producing more effective adult basic education practitioners. A co-operative education project.

105 Towards effective reading and answering questions.

KEY ISSUE 1: INCREASED SKILLS THROUGH EXPANDED PROVISION

The following projects have not been included in the main body of the report. However they provide an interesting record of the scope of the ALAC funded projects and will be of interest to literacy providers.

New South Projects - Program Delivery

Project 3: Practical Maths for Women. All women showed increased confidence and competence in mathematics.

Project 4: Aboriginal women in a Refuge Centre. All 20 students displayed greater confidence in verbal skills and entries into diaries. Several students contacted TAFE colleges to enquire about further courses.

Project 5: Pre Trade Training in Metrics for Adults. Fourteen prisoners on remand at Parramatta Jail received a statement from Blacktown TAFE after successfully completing the course. These students were assessed under the headings of "confident, reasonable, can't cope". Several students also went onto other courses. This project also provided students with increased numeracy in a vocational area.

Project 9: Literacy & Numeracy Skills for Parents (2 groups). This project was more successful with parents from one school, although all students felt their needs had been met. Parents from the second school have gained not only in confidence, but also in their mathematical skills and now are more able to assist their children.

Project 21: Women, Work and Education (2 projects) - A course to enable migrant women to develop their reading and writing skills in English within specific employment/training contexts, and to develop confidence, knowledge and awareness of vocational and training opportunities. This project included a component of work experience and was designed to introduce students to the language and elements of communication in the workplace. It was not intended to improve work skills, though this in fact occurred. All but two students rated improved skills in reading and writing, and the teacher felt that one of those did actually improve.

Project 22: Women, Literacy and the Community (3 classes). All students were from a Non-English Speaking Background (NESB). They concentrated on literacy tasks which enabled survival in the community and society, eg, Medicare form, ID form, bank deposit and withdrawal forms. Oral proficiency was adequate but they were unable to do ordinary tasks such as shopping, paying bills and filling in forms without help. The aim through reading and writing tasks was to improve their self esteem.

The women expressed a variety of objectives, including retraining, helping their children in school and the need for increased independence because of the loss of a husband. Students reported increased confidence in communication skills and a variety of writing tasks including:

- ability to cope with official mail;
- access to information and services in the community;
- ability to do own banking;
- form filling;
- use of telephone and street directories.

A further indication was the high level of student retention at the end of the course. All students enrolled in a further TAFE class, either Reading and Writing for Adults (RAWFA) or an English as a Second Language class with an emphasis on writing skills. In the second class, all students showed an increase in reading and writing skills, and were more confident. Their sound and word recognition skills had improved. The women in class 3 had low reading and writing skills. All improved in confidence, awareness of their capabilities and potential to solve problems.

Project 55: Compic Communication Course (also funded in 1989). Of 7 students with minimal vocalisation skills, 3 showed significant increase in skills and 2 showed an improvement in 21 hours. All students perceived a significant increase in self-esteem. There were also isolated instances of the use of symbols in shopping. Six students returned for a second semester."

Project 61: Work Seeking For Young Arabic Speaking Males. Auburn AMES had an initial enrolment of 10 students. The original focus of the course was to provide reading and writing skills for young Arabic speaking males. The needs of the students were for oral proficiency so the course expanded to a more general communications course. All members of the group now display a high degree of confidence in oral proficiency. For most this has carried across into literacy needs as well.

Project 64 - Women Literacy & Employment. This course was designed to improve basic literacy skills of women, particularly in seeking and obtaining employment and performing satisfactorily in that employment.
Oral proficiency improved in the following areas:

- vocabulary, fluency and syntax;
- varying degrees of increased proficiency in writing.

Ongoing Projects

(a) Five of the ongoing projects have provided interim reports. Of these the largest and one of the most innovative is the Sydney Technical College Intensive Literacy Education (STILE), Project 50. This is a pilot full-time Adult Basic Education (ABE) course designed to increase the rate at which students acquire literacy skills. Students are mainly NESB and at the time of the interim report, there were 15 students in the class from an original enrolment of 20. A member of the Study Team, during a visit to Sydney, spoke to teachers of this program who believe that students have gained their literacy and numeracy at a faster rate than is usual with reduced provision.

(b) Projects to train volunteer tutors (3 projects) and the co-ordinator positions (12) have led to, or are expected to led to, increased provision. Project 16 has provided 23 extra classes and a student from one of these classes commented "I am changing ... I want to read to my kids". (14) The provision of distance volunteer tutor training (Project 15) should also lead to increased provision. It is reasonable to assume that this in turn has resulted in increased skills as defined under Key Issue 1. The seeding nature of such positions has been dealt with under Key Issue 3.

Victoria - Program Delivery

Carlton Reading and Writing Program. In the Central Metropolitan Region of Further Education, the Carlton Reading and Writing program co-ordinator was able to initiate four additional classes for a variety of client groups. A Basic Education group for young people with a history of psychiatric disturbance not only focussed on basic English and Mathematics, but also organised extra-curricular social activities. At the end of the year one student enrolled in a TAFE college and 3 found employment. The following tutor's report documents the success for one student:

> Yvette, 25 years, had so little confidence at first she would cry if asked to write. She has now enrolled in a Skillshare course, "An Introduction to Child Care", for six weeks. It is hoped she may get a job in a local child care centre where she has been working as a volunteer." (Draft Report, Victoria)

Leongatha, Adult Literacy for Central South Gippsland. As a result of the uncertainty of funding and also the inadequate amount, the co-ordinator in this area resigned at the end of 1987. With ALAC funding a co-ordinator was employed for 40 weeks, 10 hours per week. This stabilised the program and allowed forward planning for provisions of classes.

Proceed: Adult Education Centre, Warrigal West Gippsland Adult Literacy Scheme. Funding in this program resulted in a 15% increase in enrolments, with small group tuition and a Literacy and Numeracy through Coding class commenced.

As a result:

- "A 19 year old referred by Corrective Services needed a part-time job but was dependent on erratic transport. Gained driver's licence within 3 months of entering the program and full-time employment within 7 months.

- Unemployed single mother gained part-time employment within 12 months of joining the program." (Draft Report Victoria)

Yallourn College of TAFE, Road Rules Literacy Class. Ten students enrolled, including 2 Aboriginals and several from a non-English Speaking Background. All except one gained their plates at the end of the 10 week class and that one was a NESB woman who withdrew because of a sick child.

Eastern Metropolitan Region. The students developed into more confident persons, some found jobs or promotion within existing jobs, others progressed to mainstream courses. One became an office bearer in a community organisation, while several took places on literacy programs' management committees.

Goulburn North East and Albury Wodonga Regions. In this area, increased funding meant increased mobility for the Regional Adult Literacy Co-ordinators (RALC) to take services to providers. The RALC at the Goulburn Valley College of TAFE initiated programs with a very conservative enrolment figure (at December 1988) of 259. The RALC reported that many students entered mainstream TAFE courses, but the majority gained employment.

Loddon Mallee Region. There was approximately 15-20% increase in students numbers across the region.

Central Highlands/Wimmera. In the Wimmera section of the region, three new programs were started:

- Basic English/Maths to complement the traditional 1:1 provision of adult literacy at the Stawell Community House;
- English and Maths for trades people - one third of the class went on to further study;
- Women's Return to the Workplace.

According to the former RALC:

"This has been the real success story of the NPL programs. Two students went onto full time TAFE courses and one has just obtained her first job. The course is negotiated with the group, the teacher herself being in a similar situation. One student's comment was 'This was just like *Educating Rita*'. Some slight differences however - we couldn't get Michael Caine."

Student Groups Support. As a result of this project students were exposed to experiences not normally available to a.l.b.e. students, and developed skills which enhanced their ability to cope beyond the classroom. Their communication and interpersonal skills also increased.

Queensland - Program Delivery

Workplace Basic Education Project. This program arose from a research project by Queensland Australia Council for Adult Literacy funded in 1988. It is based on the Tasmanian Workplace Basic Education model. Two pilot programs are underway for:

- a middle management group at a wholesale company;
- a group of cleaners at a college.

Class content has concentrated on literacy and essential clients needs and feedback to date from management and ancillary staff indicates an improvement in students' literacy levels. Students' own comments support this.

Metal trades and clothing manufacture industries have indicated an interest in beginning similar programs in early 1990.

At Townsville TAFE ALAC funds have allowed provision to increase from 38 students in 1986 to 122 in 1989.

Volunteer tutors have been trained and a slow sensitising process is gradually reducing the fears of embarrassment in a small community.

Mt Isa. This north-western Queensland mining and agricultural community is the centre for a very wide number of smaller pastoral communities. This community itself identified activities and a State Office representative visited the area. As a result:

- The Mt Isa Community Adult Literacy Group Incorporated was established.
- Mt Isa Council offered the following support:
    - venue;
    - telephone;
    - photocopying;
    - postage.
- Mt Isa TAFE provided tutor training and grant money for some tutor adviser co-ordinator's time.
- A mobile unit (caravan) is planned as a means of bringing literacy to isolated areas.

Student Conference - June 1988. This was a prelude to the Twelfth National ACAL Conference held in Brisbane. Workshops covered areas such as:

- Reading With Your Child;
- Poetry Writing;
- Making a Video;
- Increasing Self Esteem and Assertiveness;
- Making a Newspaper.

Student's self esteem increased and many realised that previous labels no longer applied to them. A second conference was held on 29 July 1989.

Summary of Other Activities. South Brisbane College - 1988 and 1989. 87 respor to advertisements for tutor training. Most were enrolled in tutor training.

Bridging Literacy Course to further education and employment. Of the thirty students who enrolled, all have either completed the course or discontinued because of gaining employment re re-employment.

Year 10 Preparatory Numeracy Course. Of the students who enrolled in this course, twelve have subsequently gained a formal Year 10 Certificate and six are preparing to enrol in the Advanced Year 10 Mathematics course by correspondence. Students who failed to complete the course usually did so for adult reasons, such as re-entry to the workforce or changed family circumstances.

Reasons for attending the course included:

. entry into the workforce;
. improving work opportunities;
. improving parenting.

Adult Basic Education Program - North Point College of TAFE. ALAC funds have been used to continue existing programs formerly funded by Designated Grants Funds. In particular, they have been used to pay salaries for part-time teachers of Literacy and Numeracy.

Students goals include:

. job security/promotion;
. return to workplace/study;
. divorce leading to need to return to workforce;
. CES referred;
. personal development, self esteem;
. apprenticeship requirements;
. driver's licence.

Community organisations given organisation and administrative support include:

. Strathpine Council Library;
. Caboolture Community Adult Literacy Group Inc. (tutor training);
. Redcliffe Library (tutor training).

Funding support was also continued for Skillshare and a co-operative program for literacy and migrant students.

Logan Literacy Centre. Logan Literacy Centre is an amalgamation of several earlier community groups for which funding of tutor supervisors was gradually assumed by TAFE. This was all transfered to Logan TAFE in September 1988. One of the eight new full-time appointments was made to Logan TAFE and the program has expanded to five adult literacy classes (two beginners and one day class). In addition, some fifty-two tutors work with thirty-eight students.

Student's increase in self-esteem and confidence is evident to teachers, tutors and themselves. Oral as well as written language skills have developed.

Speaking:

. they enter into conversation more often
. they have more to say
. they speak with more confidence

Reading:

- they read more fluently
- their understanding of what is read improves
- they develop skills in 'guessing' or 'decoding' unknown words which improves with confidence and practice

Writing:

- they begin to write what they want to say, not what they can spell
- they try to spell words and find out they are often correct
- as they write more often, sentences become longer, more difficult words are used and the spelling of these words is attempted
- they are increasingly more able to organise their thoughts into words that they feel more satisfied with.

One student, a production manager, no longer has to telephone his wife to look up telephone numbers. This last outcome is particularly interesting in the light of *No Single Measure.*

Literacy provision has been extended to meet the needs of the disabled, particularly using computers. Teachers report significant gains in social skills, self esteem and confidence.

Overall in 1989, the literacy program for Ipswich Community College of TAFE has had a total of one hundred and twenty eight students in Semester 1 and one hundred and fifty seven in Semester 2.

Computer Based Adult Literacy Programs - Kangaroo Point. Adult Literacy and Numeracy at Kangaroo Point is run in the Electronic Learning Centre using computer technology. Enrolment is flexible, both in times and length and students work individually. Trained teachers are used in all sessions.

Students reported outcomes such as:

- increased confidence;
- increased self-awareness;
- the courage to undertake more learning without fear of failure.

Examples of specific outcomes from the report:

- nineteen year old student successfully undertaking senior subjects;
- forty-three year old male who subsequently successfully completed one subject in Business Management;

- student who at thirty-five had been retrenched, learnt to write application letters and found employment again.

Rockhampton College of TAFE. Rockhampton TAFE has targeted groups in general areas for adult literacy:

- Adult Literacy (community);
- Literacy and Numeracy for the Intellectually Disabled;
- Reading for the Hearing Impaired (six students);
- Adult Basic Maths;
- Total Communications with the Deaf;
- Volunteer Tutor Training (thirty-eight in 1989).

Some of the outcomes are as follows:

- entrance to other courses of study;
- employment;
- personal gains.

"Linda was a student who wanted to develop her English skills and self confidence. After leaving the workforce to raise her family, she found that work in the retail trade was hard to come by and that the only employment open to her was that of a domestic.

Through giving her the confidence she needed, Linda followed our course with a Retail Course conducted by Skillshare. She now has a full-time day job at a local supermarket." (Queensland Report)

Special short courses (of four to six weeks duration) in Maths topics were trialed in 1989. Topics included: "Using a Calculator" and "Understanding Metric Measurement". Other topics are planned for 1990. These short courses were most successful and have been requested to run again in 1990.

At Yeppoon, an increase in literacy skills is evident through:

- increased involvement in reading;
- improved letter writing ability;
- improved performance at work;
- passing a driver's licence;
- development of skills for other courses.

South Australia - Program Delivery

An extra 350-400 students were enrolled as a result of increased classes at the following TAFE colleges:

- South East;
- Pt Augusta;
- Pt Adelaide;
- Whyalla;
- Pirie;
- Riverland;
- Murraylands.

Pirie College of TAFE. Challenge Course, a basic education, four day, one semester course,has been established and maintained under ALAC funds as a College approved program.

Achievements include:

- outstanding results from Mathematics and English - a mix of one to tone and class work;
- "highly satisfactory" feedback from the majority of students, staff members and College Principal;
- observable changes as a result of Life Management, Communication and Personal Development courses, eg of eight students in Semester 1, five entered further courses of study and three returned to the course to consolidate skills.

Port Augusta. Outcomes for this area included:

- In the order of one hundred students have been involved in the Adult Literacy Program.
- Approximately ten percent of these are nurses at Pt Augusta Hospital studying Mathematics.
- Four students have been directed to other TAFE courses.
- Fourteen tutors have been trained.

Murraylands TAFE. ALAC funds were used for .4 of a full-time position. Activities include, but are not limited to:

- Tailem Bend - TAFE held a Learn the Road Rules course for seven women. Two of these women requested further literacy support and have been matched with volunteer tutors.

Some of the results are listed as follows:

Tea Tree Gully (SACAL). Three tutor training courses provided thirty trained tutors. As a result of the Tea Tree Gully Community Literacy Program, the following outcomes were reported:

- "Eva - an Aboriginal who is a spina bifida. She was hospitalised as a young child and so missed most of her primary education. She is able to read well but is unable to write anything so has difficulty with paying household bills. After individual tutoring she was able to catch the bus to the regional shopping centre and pay her bills there correctly and get home again. This as the first time she had ever done this by herself in her life. She has a new independence and does not have to rely on her husband always.

- Italian Migrant - had four years of broken schooling in Italy under Mussolini. he has worked hard in Australia for thirty five years at Holdens. Since tutoring he says that this workmates can understand what he is saying instead of ignoring him. He can now fill in forms as required at work and for his own banking requirements. he does not have to rely on others to do these things for him." (South Australia Reports)

Riverland. The tutor has worked at supporting the development of community programs so that five country towns in the region have a literacy program.

Other more general outcomes for students in South Australia include employment, entry into the armed services (two), increased confidence and greater independence.

TARGET GROUPS FOR NSW PROJECTS CLASSIFIED BY PROJECT NUMBER

Program Delivery

Aboriginal	Employed	Women	Prisoners	Learners with Disabilities	Parents	Young Unemployed	Others	NESB
4	58	3	5	8	7	20	25	60
65	67	20		51	9	49	26	61
73	68	21		53	10	60	50	62
	78	22		54	11		66	63
		64		55	12		69	74
		71		56	13		72	76
				70	75		79	
				52			80	
							87	
							88	
							57	

Target Groups in Other Projects

Non Specific Groups	Aboriginal	Women	Prisioners/ Ex-Prisioners	Learners with Disabilities	NESB	Rural/ Isolated
17	19	37		84	95	95
28	42	39	41			
32	43		48			
83	77		85			
86	94		91			
80			101			
92						
99						

KEY ISSUE 3: DEVELOPMENT AND ACQUISITION OF COURSE MATERIAL AND EQUIPMENT, CURRICULUM DEVELOPMENT AND STAFF DEVELOPMENT

New South Wales

Those which are to be completed include:

- Aboriginal Reading Resources. Two books have so far been produced. The first is a Paakantji story *Kilampar Wura Kaani* (The Galah and the Frill Necked Lizard) in both Paakantji and English. The second is Eliza Kennedy's story Part 1. This is the story of an Aboriginal woman in the days before 1920 when her family still lived fairly independently of white Australians.

- Music Materials for Reading and Writing for Adults (RAWFA) course. The development of literacy materials based on songs which adult literacy students like to sing.

- Rivlit Road Show. A mobile resource unit with literacy awareness materials, examples of good practice and suitable books.

- Rural Literacy Materials - a series of books and audio tapes with a rural theme, accompanied by work sheets and work cards.

- Project 101: Corrective Services Literacy Teachers Package for use by new and existing teachers.

- Literacy Resource Centre, Katoomba which includes refurbishing and equipment.

- Maximising the use of Apple IIE computer programs in Basic English by writing instructions in simplified form.

- Themes in Numeracy - development of resources based on themes rather than processes.

- Manus Prison Education Centre - adult basic education resource collection for use in prison classes (completed).

Victoria

Of the ALAC funds received by Victoria, $59,000 was allocated directly to four State projects which did not involve program delivery. The allocation was as follows:

State wide Staff Development Workshops	$12,000
Distance Literacy Provision	$10,000
Methodology for Small Groups	$20,000
Materials Resourcing Strategy	$17,000

In addition the Carlton Reading and Writing Program used part of its funds to publish student writing, *Can You Read Me?* which was launched on Information Literacy Day 1988.

State wide Staff Development Workshops. Results were as follows:

- "La Trobe University. Nine workshop days were offered, comprising two in Bendigo, November 1988, five in a Summer School, January 1989, and two in May 1989 both at La Trobe University. In each case the quota set for number of participants was reached, and evaluations indicated all workshops were very well received.

  Seven people who attended the Summer School have enrolled in B.Ed. specialist studies in Adult Literacy education starting in 1989.

- To the $6,000 received under NPL, VALBEC added $2,500 from a States Grant for staff development, and organised four Mini Conferences between July and November 1988. These were held in two metropolitan and two rural centres and attracted over 300 people. 300 copies of collected Workshop Papers and the Conference Report were printed and distributed.

  One formal recognition of the standard of these workshops has been the decision by the Division of Further Education to allocate nearly $20,000 to VALBEC to run an expanded series of Mini Conferences during 1989/90."

Distance Literacy Provision, TAFE Off-Campus Network. Five new programs were funded by ALAC including:

- "Tutor training at Beechworth prison, for a mixed group of inmates and staff.
- Tutor Training through teleconferencing in Loddon-Mallee Region for ten tutors.
- Tutor Training through teleconferencing in East Gippsland, using schools cluster system technology.
- Road Rules project. A literature and materials search was carried out to evaluate what was available, and estimate what else needed to be done.
- Sunraysia: Aboriginal students."

"Ten tutors from East Gippsland took part in this project. One participant from Mallacoota commended that she appreciated the immediacy of the teleconferencing mode. It lessened her feeling of isolation and widened her perception of the life of people in rural communities different from her own."

This was also the model adopted by NSW as the basis for developing their own Distance Learning Tutor Training Package.

Methodology for Small Group Learning Activities. The aim of this project, developed by the Workplace Basic Education Project, a state-wide project of the Council of Adult Education, was to develop small group learning methodology for adult literacy and basic education providers.

The results were as follows:

- a Project Officer was appointed;
- strategies Development Group was established made up of Workplace Staff and workers from other adult literacy and basic education providers;
- appropriate frameworks for the projects were developed;
- experienced writers commissioned to produce sound, balanced and representative set of small group learning sequences;
- materials were trialed in draft form with three groups of tutors;
- copies of draft materials were distributed to experienced literacy and basic education workers and community providers, TAFE Colleges, tertiary institutions and regional offices throughout Victoria and New South Wales;
- materials redrafted with the Strategies Development Group representing workers in the field;
- Quality publishing arranged for 1989. The book is now available.

KEY ISSUE 4: GROWTH OF ADULT LITERACY PROVISIONS AS A RESULT OF THE SEEDING NATURE OF THE PROGRAM

New South Wales

Of these, Projects 34 and 81 have only just started, therefore there are no measurable outcomes. The effects of the remaining projects are summarised below.

Project 16: Project Officers (2) Macquarie and Macarthur Regional Colleges.

The client base of the additional provision as a result of Project 16 is not included in the tables in Appendix B. As a result of their efforts, the following extra classes were provided:

- Macquarie
  - 2 classes in the process of being set up.
  - 9 additional classes for intellectually handicapped adults.
  - 2 reading and writing and speaking classes for NES women (14 students.
  - 1 English in the Workplace at Macquarie Hospital (8 - 12 students).
  - 2 classes of Literacy Outreach.
- Macarthur
  - 3 classes for disabled and negotiations for a further 5.
  - 1 class at the Sydney City Mission.
  - 1 class at Wesley Mission Sydney.
  - 1 class at Mulo Neighbourhood Centre.
  - 1 Womens' Support Literacy Class.

Project 19: Aboriginal Community Educator.

Basically the project involved the selection of an Aboriginal Community Educator (ACE) whose brief was to help aboriginal people to identify their literacy needs, provide information and organise appropriate program delivery.

The results include the following:

- Coonamble: Two classes (20 women) of Cottage Craft organised, one through TAFE using an Orana Community College staff member, and the other through the Evening College (using a local Aboriginal tutor). While this is not specifically literacy, it is a first step back into education, students self esteem has increased and the ACE is exploring means of incorporating specific literacy training into this program.

- Gilgandra: Two classes (20 students) similar to program in Coonamble. One evening College class Report and Submission Writing, 4 - 7 students. 5 students have been encouraged to enrol in tertiary programs.

- Dubbo: Two workshops with Tranby Council. Small Business & Community Enterprises Regional Lands Councils (Tranby College) (literacy was a component in both). 1 Report and Submission Writing (6 students).

- Warren: 6 members of the Aboriginal community have begun an adult literacy volunteer tutor course. 1 pottery course (9 students).

- Brewarrina: 3 courses through the Evening College (2 x typing - 18 students, screen printing - 6-10 students) ACE tutoring 1x1 Writing Job Applications and References. Matching literacy tutors with students at Orana Haven (Drug and Alcohol Rehabilitation Centre).

KEY ISSUE 5: PROGRAMS WHICH INCREASED AWARENESS OF ADULT LITERACY ISSUES.

New South Wales

Specific Awareness Programs. Project 23 has only just been published and Projects 32, 89, 100 are not yet complete and no evaluations are available.

Literacy: The Community's Business. Project 30 targeted specific areas in New England for a literacy awareness campaign. Visits were arranged to each of the targeted centres; Tamworth, Gunnedah, Armidale and Quirindi over a twenty week period. Extensive and sensitive media coverage was also arranged.

It is difficult to assess the effectiveness of such a campaign since it involved attitudinal and behaviourial changes which do not have readily observable outcomes. Perhaps the best assessment comes from a recognition of the very extensive media coverage which presumably generated increased awareness, and from comments made in the co-ordinator's report. She noted that while the underlying assumption of the initial submission (ie, that people dealing with the public were not sensitive to literacy problems) was not wholly borne out, "there were expressions of frustration and resentment from some people working in direct contact with the public".(13) In these cases the program was beneficial, as it helped develop a constructive awareness and encouraged a sympathetic and constructive approach to the problem.

It might also be worth noting that the media campaign may well have resulted in increased numbers of people with literacy problems seeking help at their local TAFE colleges, since this resource was also publicised as part of the campaign. Unfortunately there are no figures to substantiate this as such data is not normally collected.

Project 2 - Community Service Announcement. A video featuring Mike Hayes, the "Pickle Farmer", a very well known journalist and raconteur was developed, to advertise adult literacy provisions.

At the time of writing this report, the video had been to air on Prime Television at Taree and was scheduled to be used on Broken Hill television from 25 October. Use in the Southern Highlands Region was delayed as a result as a result of a policy change in NSW. Now it cannot be shown in its present form. The difficulty arises because the program advertises free adult literacy classes. Fee-exempt classes, including adult literacy classes, cannot be advertised in New South Wales under new policy guidelines.

In this context in Taree where the video was shown, it was widely seen and 2 enquiries for classes had resulted directly from it within the first two weeks.

The video has been viewed at local (Goulburn) shopping malls, TAFE Information Day, and the Murrumbateman Field Day. Some of the advertisement was recently used on WIN4 for an International Literacy Day. It was shown frequently at a static display in the Goulburn CES office.

The response to the advertisement so far has been very positive. At this stage however there is no extensive evaluation as the advertisement has not yet had sufficient air time. A response sheet has been developed which will count the number of responses to the advertisement in future if it can be shown on television.

Research into Literacy for Dysphasic Adults (Project 6) covered extensive research in a very specialised area. It identified the need for literacy classes for dysphasic adults and contributed to an added awareness of the problem. Included was extensive information on methodology of setting up classes and methods of selection and teaching methodology. In the end, the final effectiveness of the report will be the result of the evaluation of the 3 literacy classes which begin in June 1989 in Brookvale.

One final project, Health Information for Women had a dual function. It produced pamphlets on women's health issues in a form which women with low levels of literacy are able to understand. A seminar for 30 health workers also increased awareness of literacy issues.

All other projects are still incomplete.

APPENDIX H

KEY ISSUE 7: EVIDENCE OF INCREASED CO-OPERATION/CO-ORDINATION BY LITERACY PROVIDERS

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In 1988 some of these included:

ALIO/ABE	1
ALIO/Women's Co-ordination Unit	1
ALIO/NSW Adult Literacy Students Club	1
AMES/ALIO/BAE	3
ALIO/NSW State Aboriginal Land Council	1

Several of the jointly sponsored programs involved multiple classes, so the joint sponsorship is actually larger than it appears.

The grants for 1989 to more than one provider were as follows:

Prisoner Education National Network/ALIO	1
Spastic Centre/TAFE	1

The Division of Adult Basic Education in 1988 made $90,000 available to individual TAFE Colleges for local programs on the condition that they would be "required to liaise with other literacy providers in their area, for example, the Board of Adult Education or the Adult Migrant Education Service, to ensure full consultation and rationalisation of funds."

Apart from the more traditional providers, the following groups also sponsored projects under grants approved by the Steering Committee:

- Commonwealth Rehabilitation;
- NSW Department of Corrective Services;
- Prisoner Education National Network;
- Adult Education Centre for Deaf and Hearing Impaired Persons.

Finally, several projects in 1988 and 1989 have also developed links with local schools as a means of helping to break the generational illiteracy cycle.

APPENDIX I

REFERENCES

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